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A handbook for the preservation of
Canada's architectural heritage

Ann Falkner **Without
Our
Past?**

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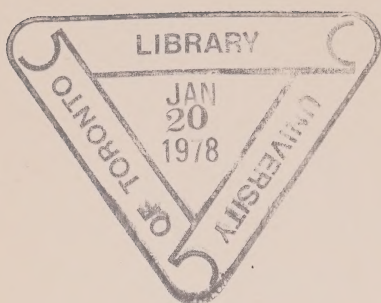


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WITHOUT OUR PAST?



ANN FALKNER

Without Our Past?

A handbook for the
preservation of Canada's
architectural heritage

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The women sat among the doomed things, turning them over and looking past them and back ... No, there isn't room ... How can we live without our lives? How will we know it's us without our past?
(John Steinbeck, *The Grapes of Wrath*)

To my husband

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Preface

I have used the widely quoted John Steinbeck phrase as title and headnote of this book because it conveys my fears for the identity and distinctiveness of Canadian cities. I fear that we shall not know or be able to recognize or have reason to appreciate our cities in another few years. I fear that we are destroying those elements that give our cities character and individuality. It is possible to foresee that the living-with-the-sea ambiance of towns and cities along the Atlantic, the quiet nineteenth-century atmosphere of small Quebec and Ontario towns, the big-sky feeling of prairie cities, the still-new frontier aura of the west coast, may all one day vanish under a monotonous layer of pre-cast concrete.

In the modern municipal ambition to be bigger and better will cities and towns from St John's to Victoria eventually all look exactly alike, with only the terrain providing a means of identification? It is possible; it is the ultimate horror, but it could happen. 'Brick by brick, stone by stone, the distinctive charm and character of our country are being thrown away. Instead, an inferior version of America is being created.' Referring to 'wholesale destruction' in England, this statement from a letter to the editor of the *Guardian* (quoted in *Preservation* by Wayland Kennett) is even more applicable in Canada.

While researching and assembling the material for this book I have had two basic goals in mind: first to heighten awareness, to make more and more Canadians conscious of their architectural heritage and of the values of conservation across Canada in small towns and large cities; second, for the increasing number of people who concern themselves with preservation, to provide some guidance in assessment

procedures and the evaluation of buildings, and some suggestions for acquisition and contemporary uses. It has been my purpose to answer the obvious questions: where do we begin, how do we determine what is of value, how do we save it, how do we enhance and use buildings, what are the handicaps to preservation, are there sources of guidance and assistance?

I hope that what is written will in some measure be a credit to the people who gave generously of their time and knowledge and encouraged me to attempt this book. Of particular note are Mr A.J.H. Richardson, whose teaching and guidance from the wealth of his knowledge sparked the initial inspiration and concern, and Ms Meredith Sykes, who became a respected friend and was always a fascinating and unique teacher in the course of our work together on the Canadian Inventory of Historic Building. For generous advice, assistance, and encouragement I offer sincere thanks to Mrs Barbara Humphreys, director of the Canadian Inventory of Historic Building, Professor Douglas Richardson of the Department of Fine Art, University of Toronto, Mrs Natalie Stoddard, Head, Research Publications, Parks Canada, Mr Jack Diamond of A.J. Diamond Associates, Dr Harry Swain, and for infinite patience Mr George Hunter of Scott & Aylen. The quotation from John Steinbeck's *The Grapes of Wrath* (copyright 1939 by John Steinbeck), which appears on page v, is used with the kind permission of The Viking Press, Inc.

A.F.

Ottawa May 1976

WITHOUT OUR PAST?

'How will we know it's us?'

Canadians spend a great deal of time seeking an identity, subjected as they are to strong cultural influences from the United States which are often in conflict with the traditional ties of ancestry from their mother countries, particularly Great Britain and France. They would like to be able to say, in instant recognition, 'he is a Canadian' or 'that is Canadian.' It can never be that simple, because Canadians are a mix, a blending of cultures and ancestry. The strength and individuality of Canada are directly attributable to this multiracial composition. In addition, whatever characteristics each group of immigrants from many different countries brought to this land were influenced by and adapted to the terrain and climate and natural resources of this country. This complex *mélange* of characteristics and dreams and ancestry has made Canada absolutely unique.

The Canadian identity is visible in many things: in art and music and literature, intangibly in cultures and habits, but most visibly in the architecture of every city and village. Be they residential or commercial, eighteenth- or nineteenth-century, wood or stone, the buildings say this is Montreal or Halifax or London or Victoria. The most tangible features of any cityscape are its buildings and the environment that enhances and surrounds them.

If we look back to the expeditions of John Cabot, Jacques Cartier, and Samuel de Champlain, we are aware of the small beginnings of Canada in the sixteenth century. In the more than 350 years since the first emigrants to Canada started those tiny settlements, a nation has been building and growing; in other words creating a history, establishing an identity, and giving Canadians a distinct heritage and unique characteristics. The things that are evidence of a nation's



A church in Krydor, Saskatchewan, displaying a strong Ukrainian influence
(Courtesy NFB Photothèque)

evolution and culture range from bits of clay pipe unearthed by archaeologists, through clothing and furniture and diaries and documents, to machinery and ships. Artistic interpretations of the life and the land are found in music and poetry, writing and painting, building techniques and structures from bridges to castles. Unlike all the other elements, our architectural heritage is on view every day, on every street, for our education, our enjoyment, and our use. The evolution of building methods and architectural styling is right before our eyes if we would just 'look up and learn.'



One of the classic streetscapes of Quebec City
(Courtesy NFB Photothèque)

We are continually expanding facilities to protect the fragments of our culture in galleries and museums, to preserve our literature and poetry and music and historical records in archives and libraries, but we have not been concerned enough to protect our architectural heritage. We have instead methodically destroyed more buildings in the past twenty years than at any other time in our history. In Hamilton, Ontario, it was estimated in early 1973 that, at the current rate of demolition, every designated heritage building would be gone in fifteen years. We spend a great deal of money restoring paintings and sculpture; protecting, in a carefully controlled atmosphere,

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everything from totem poles to rocking chairs; using every method of modern technology to resurrect an ancient ship from the ocean floor or to rebuild an entire fortification from a few long-buried stone foundations. And yet, let a city or a developer covet a piece of land that just happens to be 'cluttered' with an old building, and aesthetics, historic values, and educational potential are summarily dismissed in the shortsighted wish to 'progress' at all costs.

Why do we neither recognize nor appreciate one of our largest cultural assets? It is worthwhile to try to understand why Canadians have, meekly or unconsciously, come to accept this narrow view of progress. I advance just two theories of many that might be taken into consideration.

Progress can be defined in several ways, depending on values and interpretation. Looking at history from a shortened perspective, we might go back less than thirty years and analyse the word 'progress' as it was used just after World War II. Development and growth in a peacetime context had been halted for several years. There were no materials and no workers. Streets and buildings in all cities had been neglected because of more pressing wartime priorities.

After the war, in the late 1940s and early 1950s, there was a desperate need for industrial expansion, new family housing, business enterprises, and a tremendous urge to catch up. In construction, residential or commercial, architects and builders could not keep pace with the increasing demands for new buildings. Build anything! Build anywhere! Build fast! After the deprivations of the war years it all seemed impressive: new and shiny, modern and progressive. No one dared say 'Slow down' or 'Let's plan for the future' or 'Will that last for 25 or 50 years?' or 'Is that good design?' The needs were too great. At first, older buildings did not have to be destroyed because there was still lots of land and, until the new housing requirements could be met, the old buildings were desperately needed. Imperceptibly at the start, and later by leaps and bounds, cities and towns grew well beyond their limits and beyond their capacity to accommodate not only people but business and industry. As the pressures increased, massive demolition began, either for urban renewal schemes or for major residential and commercial developments. Gradually people began to realize that all this shiny new technology was destroying their familiar environment and the cherished elements of their communities. Older buildings were levelled to make way for monotonous office towers or sterile, high-rise apartments, built

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without any imagination in design or any thought for environmental repercussions. Little consideration was given to those who were pushed aside or forced out of the demolished 'urban village.'

Now we are coming to recognize that this 1950s interpretation of progress has been getting out of hand, beyond administrative control and financial support. We are now confronted with problems of unmanageable growth vs the pleasure and safety of cities; of desperate land requirements vs the conservation of single buildings or entire neighbourhoods. We have been able to watch, almost as an audience in a theatre, the drama of deterioration and decay taking place in the centre of cities in the United States. The causes, the examples, and the appalling results proceed, act by act, as we look on in horror. We are very much in danger of staging the same performance, turning pleasant life-giving neighbourhoods and busy little shopping areas into stark, concrete graveyards that die each day at five o'clock. We can no longer say with any conviction 'It can't happen here.'

A second theory to explain our present situation is based partly on that passive acceptance of progress, and partly on an inherently negative view of ourselves. Canadians are self-depreciatory about their artistic achievements, their place in world affairs, and their natural resources — natural resources of scenic beauty, oil and minerals, and the inherited resources of history. The judgment seems to have been that, because Canada is such a young country with such a short history, it is hardly worth worrying about preservation *yet*. Compared to the mother countries, we say, our history is only yesterday, our inheritance miniscule; therefore conservation simply does not justify any great concern or large commitment of time and money *yet*.

There is a simple, strong reply to that theory! While we wait for the opportune moment to take bold steps towards good preservation, all that comprises our past will have been used up or demolished. We cannot wait; the opportune moment has, in fact, passed, and the bold steps must be taken at once. 'No one, least of all a nation, can afford to live in the past; but no one, least of all a nation, can afford to reject the history, the tradition, the culture on which the present and the future are built' ('Requiem For A House,' *New York Times*, 5 July 1958).

The current concern for our environment and the emphasis on the preservation of our natural resources should also alert Canadians to the depletion of their heritage in building resources. In



(Courtesy NFB Photothèque)

Environmental Management J.W. MacNeill, former Secretary of the Ministry of State for Urban Affairs, identifies this threat as it relates to urban resources.

Congestion and blight also threaten sites of historical and cultural value. The history of Canada is reflected in the older buildings and neighborhoods located in or near the downtown core of our cities. *These old buildings and neighborhoods, in addition to their functional and social importance to the people who use and live in them, often comprise irreplaceable and outstanding symbols of our nation's history and heritage.* Some may be of national significance, others provincial, others local. Some sites and buildings of historical and cultural value have been saved, but more have been lost. With higher education levels, rising incomes and greater leisure time, the importance of these areas could increase in future years enriching the lives of residents and non-residents alike. Yet many sites are threatened by the encroachment of blight and well-intentioned 'raze and rebuild' renewal programs designed to eradicate it. (Italics added)

I have italicized a portion of this quotation because along with those structures of obvious major historic importance are the clusters of simpler houses and early commercial areas that not only tell us something of how the ordinary citizen lived in the nineteenth century, but remain as established and valuable neighbourhoods today.

This is a point that must be clarified and explained. When we consider our remaining architectural heritage in Canada, we can



LEFT Beautiful proportions in a rural Ontario house of weathered stone. RIGHT Some cherishable 'lesser' structures. BELOW Going, going ... in Dawson City (Courtesy NFB Photothèque)

arrive at a relatively short list of great buildings that may be designated as historically significant, or architecturally pure, or both. These buildings may occasionally be in clusters, they may be totally isolated, or else they may exist in a completely hostile setting. They do not form a complete environment; they do not provide the atmosphere of an early settlement or of a viable neighborhood, nor do they necessarily represent the scope and evolution and history of any given area. In addition to these 'élite' buildings are all the smaller or lesser structures that provide an understanding of the whole range of the architectural activities and life styles in early communities.

The special structures may eventually be recognized and preserved by a government department or a large preservation group, but the accompanying buildings are often overlooked or underrated and thoughtlessly destroyed. In the following chapters my concern is as much for these supporting structures as it is for the noble buildings; as much for the workers' cottages and barns as it is for court-houses and estates.

In this same vein our 'test of judgment' must be broad enough to take into consideration one-of-a-kind ugly ducklings, white elephants, and other extraordinary structures. It is worth remembering that for many years architectural historians dismissed Victorian architecture as just bad taste. We now realize its value as a definite expression of a period and its place in the history of architecture. We must look at our oddities in this same light.

On many city blocks and village streets in Canada it is possible to find groups of buildings that may span one hundred years of construction methods and styles. Yet they visually support and enhance each other, and in addition they provide examples of our culture and our development. They may be as young as thirty or forty years (or even less), but if they 'fit,' if they are good structures, if they have any possible contemporary use, they are also parts of the past that we should be striving to retain. Seldom justifying the designation 'historic,' these buildings nevertheless form the bulk of our architectural inheritance and I shall refer to them as 'heritage' buildings.

At this point I should define three terms which in popular writing are often used interchangeably and thereby lose their precise meanings. 'Heritage' refers simply to something inherited from our cultural past: no judgment of good or bad is made. 'Historic,' on the other hand, not only refers to an inheritance from the past but also

carries a definite connotation of value or importance or fame. 'Historical,' much broader in meaning, refers merely to something which has its origins in the past. A historic building must also be historical, but a historical building is not necessarily historic.

A few years ago, while helping to design and implement the Canadian Inventory of Historic Building, I became aware of the terrible frustrations most people experience in their often vain attempts to preserve examples of early Canadian architecture. So much anguish, so much time and effort are spent trying to save a structure which may still be destroyed. If all that energy and all those working hours could be channelled into an educated and practical approach to preservation, could we not begin to tip the scales towards success rather than failure? If we were able to confront city councils and planning officials with good economic reasoning and planning-oriented conservation, could we not anticipate increased respect and thoughtful consideration? Could intelligent cooperation and compromise free us from negative comments, such as 'Once you get involved in citizen participation, there's no telling where the thing will end' (statement by a member of the Granville Street Mall Committee, Vancouver, BC).

We must begin by recognizing that we cannot, in fact we must not, say 'stop' to all demolition, all development. Urban populations are increasing, business is expanding, available housing is far below requirements. Large apartment buildings, office towers, industrial complexes, and commercial blocks and stores are all necessary. It is not a case of accepting or not accepting growth; growth is an absolute and takes precedence, whether in city planning, provincial legislation, or federal policy. What I am proposing is a balance, a broadened outlook, some recognition of the past as well as a concern for the future; sometimes a compromise but always a thoughtful consideration of all viewpoints rather than a hasty acquiescence to contemporary pressures.

'You can't save everything.' We cannot or should not be attempting to do so for two good reasons. From one viewpoint surely we can say that there are things in the past, as in the present, that are just as well erased and forgotten. This applies to architecture as well as to anything else. There were perhaps fewer examples of shoddy, cheap construction and bad design a hundred years ago, but in many cases the poorer buildings have simply not stood the test of time. The

survivors must face the test of judgment. 'Old' is not better in all cases. 'Old' frequently presents too many problems for contemporary use and does not justify the costs of retention.

Second, no one — government, group, or individual — has the ability, either politically or financially, to save everything. Trying to save every structure threatened with demolition is a waste of time, money, and energy. Not only are scarce resources dissipated ineffectively, but the apparent lack of discrimination only tends to weaken the position of those who seek support for worthwhile preservation projects.

After the surveying and evaluation are completed, the selection and retention of buildings must be the result of well-reasoned decisions. The terms 'practical,' 'useful,' and 'economically viable' may seem to take away from 'loving craftsmanship,' 'historic significance,' and 'aesthetic quality'; in fact, they do not. They must be developed to go together, to complement each other, to replenish the environment and add new dimensions to daily living. Aesthetic qualities and historical and architectural significance must be related to monetary value in the form of an improved tax base or increased tourism, for example. Unless we can propose some practical purpose or plan, we cannot expect to receive moral and financial support from municipal or provincial governments.

The main theme, then, of this review of laws and ideas, techniques and examples, is to save worthwhile buildings — everything from log cabins and stone ruins, commercial and government buildings and homes, to windmills, barns and warehouses. I am not going to try to apply either legal solutions or acquisition methods and rehabilitation ideas to all of the possible structures worth considering. These are particular problems that must be approached at the community or personal level. *You* are the best judge of the valuable elements in your surroundings and *you* are the best judge of the capabilities, resources, and opportunities for contemporary use in your community.

And so this book is also about people — about what people cherish and enjoy, about how people can work together and sometimes accomplish miracles. It is directed to older people, dismayed by destructive progress, and to younger people, in their growing concern for their diminishing inheritance. Young or old, the advice, guidance, and ideas expressed here are generally directed to lay people in the preservation field. But a contradiction arises because these lay people

now comprise a very wide cross-section, from the new convert to the near-professional conservationist.

That is why some of what is written here will seem elementary and over-simple to those who have experience in conservation activities, who understand municipal politics, who have had their confrontations with developers and large corporations, or who have been active in the professional fields of architecture, social animation, or urban planning. In his introduction to *Remodeling Old Houses* George Stephen has expressed the same dilemma in this way: 'Because this book attempts to address a wide range of people with varied backgrounds and specific interests, it is unavoidable that a few intelligences will be insulted from time to time, and the author humbly asks in advance the reader's understanding, and forgiveness if this should happen' (p xii).

The opposite view may also be expressed by readers who find certain subjects too technical or too complicated — the inclusion of some legislation in chapter 2, for example, or the measured drawings in chapter 3. It has been my intent to expand comprehension and understanding on as many topics as possible. All of the subjects included will be useful on some conservation projects under some circumstances, or some subjects will be useful on all projects in some situations, and so on. It has also been my desire to strip away some of the professional mystique from certain fields so that the layman can gain expertise and confidence in certain areas of conservation, whether they be legal, political, practical, or aesthetic.

Since I have chosen to consider conservation on a national scale, it would be impractical and possibly misleading to be specific with regard to many of the subjects discussed in the chapters that follow. In the explanation of zoning, for example, a listing of the applicable by-laws in St John's, Newfoundland, would have little relevance to the residents of Portage la Prairie or Kelowna. Therefore I must of necessity say, time and again, 'Check with your local office for health regulations or fire safety or building standards' or 'Study your municipal plan and related by-laws and zoning controls' or 'Review your provincial legislation or proposed legislation regarding historic preservation and protection, housing regulations, environmental protection.' No two cities use the same procedures, standards, or by-laws, and no two provinces take exactly the same approach to the subject of our concern. Not only would it be impractical to include

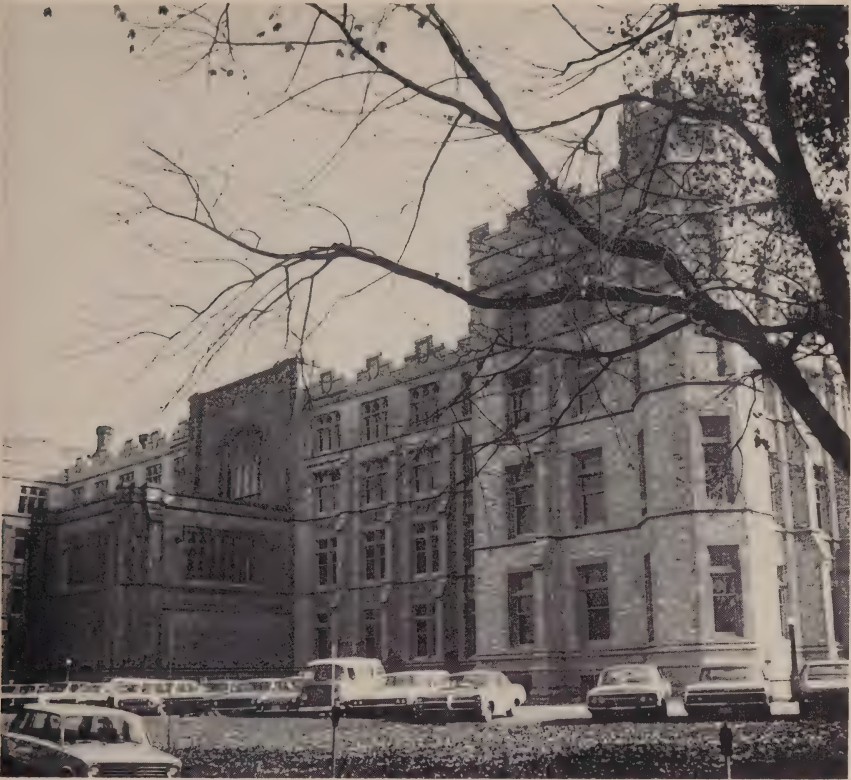
all of this information here, but, considering the constant changes and new thinking in many cities, much of it would have to be revised or replaced by the time you read this. It is far better that the legislation and regulations relating to your own community be studied directly by you. In this way you not only broaden your own knowledge, but also gain some insight into the philosophy and structure of your particular municipal organization.

Also each city and town in Canada is experiencing diverse and unpredictable pressures. New highways, industrial expansion, housing needs, commercial demands, parking requirements, and transportation changes are some examples of the growth that threatens the buildings and urban neighbourhoods we are striving to conserve. Each of these pressures requires a different approach and a different course of action.

But I have included some examples of legislation from the three levels of government for two reasons. First, they provide samples of the type of laws written under the Canadian legal systems; second, they have been selected as an introduction to the legal language — legalese — you will encounter in studying local legislation. It is my hope that the explanations and comments will lead to clearer understanding and will eliminate the tendency to consider such material too complex and confusing for the layman to comprehend.

A note of advice on this subject: From whatever government sources you are seeking information, do not accept excuses or allow yourself to be put off. 'We cannot give you that information' or 'I don't know' are not acceptable answers to your queries. You elect and you can reject; you, in essence, are the employer. In dealing with individuals at any of the three levels of government remember that it is *you* they exist for and that it is *you* they are employed to serve.

It follows that your group or association also has a responsibility to educate and bring pleasure to others. Meetings and activities should be outgoing, to spread information and ideas, to alert and interest more and more people. Therefore one of your guidelines must be that, whatever you save or whatever you create with what you save, should be for people: people living, working, learning, playing, socializing, relaxing. Without the involvement of people you have created a dead thing. People of all ages and all social levels lend life, vitality, colour, and excitement to buildings, streets, parks, and therefore to cities.



The recently renovated Victoria Memorial Museum in Ottawa
(Courtesy NFB Photothèque)

Keeping this people-oriented proposition in mind, your attitude towards conservation should be broad enough in concept to interest, accommodate, and bring enjoyment to all kinds of people. The imaginative use of buildings can accomplish this. How can the use of older structures appeal to different age groups and different interest levels? Museums come to mind immediately as we have housed so many in older buildings. They have an educational value for children and a nostalgic interest for older people. Living museums in the form of a village collection of buildings have the same interest with the added attraction of providing examples of daily life in an earlier

time. A living village, where buildings have been moved to a tract of land for public occupation, are an inducement for those who like to re-do old houses. Town house renovations attract a variety of professional people. The rehabilitation of neighbourhoods — and the retention of streetscapes in the process — stabilizes a community, adding a new vitality to the area and a renewed spirit to its residents. Groups of buildings rehabilitated for senior citizen residences provide these people with a continuing familiar environment. Commercial buildings renovated with respect for the past give a sense of place to all and provide examples of grand design for universal appreciation.

As well as the rehabilitation of several buildings or a large business block, there is the continually growing interest in parts of this country to re-do old houses, as I have mentioned. Rather than applying all of the considerations and suggestions here first to a single house being renovated by one or two people and then, in turn, to a larger project undertaken by a group, I am assuming that you will, where necessary, adapt to your particular situation and project.

In using the terms 'renovation' and 'rehabilitation' rather than 'restoration,' I shall continue to emphasize the first two in my approach to building preservation. Although these terms are interchanged and often confused, they are quite different — and dollars apart in implementation. Restoration demands retaining and renewing the original architectural elements of a structure; frequently extensive research and rare professional expertise are necessary to accomplish the renewal and replacement of original details of structure and style. Renovation may be as simple as fresh paint and wallpaper. Rehabilitation is more extensive renovation to bring the structure up to at least habitable standards; it may require structural changes, the installation of services, new roofing, doors, and windows, as well as fresh paint and wallpaper.

Restoration will be discussed here only in a very general sense; it is a very specialized field, with possibly half a dozen people in Canada experienced enough to supervise pure restoration. Only buildings of the very highest evaluation should be considered to merit such exacting and expensive work. Good restoration of even a small building requires a large investment of time and money. During its tricentennial year the city of Kingston, Ontario, was prepared to spend nearly \$2 million for the restoration of the interior of its city hall. A truly noble building, it was designed and built for a grand purpose when Kingston felt assured of being the capital of Canada. History chose a



The city hall in Portage la Prairie, Manitoba: bold stone and strong detail
(Courtesy NFB Photothèque)

different course for the city, but the building is undoubtedly worthy of all that pure restoration encompasses.

Rehabilitation in its broadest sense is much more applicable to the majority of buildings to be considered here. The emphasis, therefore, will be on rehabilitation of municipal and commercial buildings, which must include modern standards of heating, safety, air conditioning, and health; rehabilitation of private dwellings, retaining as much of the original as possible; rehabilitation of doubles, rows, and groups of houses that can be updated to present building standards; and rehabilitation of an environment, with suggestions for street hardware, green spaces, improvement of municipal facilities, and design control when filling spaces between and behind existing buildings.

Reference material dealing with the purely technical aspects of the preservation or renovation of Canadian buildings is not extensive. I have listed in the bibliography most of the relevant Canadian

material, plus several publications from the United States that will be helpful, but in many cases local resource material and examples will be most useful.

On the other hand, a great deal has been written about the aesthetics, the philosophy, and the implementation of historic preservation over the past thirty years. Large restoration organizations in the United States are extremely generous with publications covering history, plans, surveys, architectural detail, and administration. Private restoration or rehabilitation groups have publicity packets available and are only too willing to answer additional questions. Her Majesty's Stationery Offices in England, as well as private bookstores, stock excellent books and reports on conservation in England and Scotland. Much of this material documents specific activities, but more and more is being written about preservation as it relates to the quality of the environment, sociological considerations, economic values, and urban revitalization. Slowly governments, officials, and administrators are beginning to think more about people than about projects, more about personal preferences than statistics, and more about what people really want than what is considered good for them.

What this amounts to is a new awareness, a growing pressure, and an increasing justification for the conservation of all that we fall heir to, whether it be natural resources, artifacts of history and culture, or re-usable buildings. But the awareness is still a small and nebulous thing, and public agitation in this field is often considered just a tiresome irritant by those officials charged with responsibility for city planning.

In what follows I hope to provide some guidance in channelling resources, not only building resources but also financial and human resources. I hope to alert you to your history and your identity; to help you decide what is of value, what should be saved, and how it can be used to best advantage. I also wish to convey the importance of a human scale in architecture as exemplified in early buildings: a scale not for 'illiterate' office towers, not for an architectural fanfare, but for the comfort and pleasure of people.

Clearly I consider 'your' guidance and 'your' decisions to have the strongest impact and the greatest relevance. I feel that we are embracing the 'let the other fellow do it' philosophy to an alarming degree. At the individual level we tend to avoid making good, solid decisions and accepting responsibility for them.

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It is a matter of turning our thinking around. Call it 'pioneer spirit' or 'self-help' or whatever, but let us begin with the conviction that we have the ability to accomplish a task. Think first of the resource people within the community; of possible solutions to problems by reading and research; of accomplishment through local vitality and incentive. Some useful tools and aids may be found in the federal, provincial, and municipal provisions for preservation and conservation, but consider programs and funding from other sources only as a useful element, a tool or a method, not as the be-all and end-all for the entire undertaking.

I would offer this as a nearly universal approach to conservation. The idea of preservation — of a single house or a whole neighbourhood — should begin at the street level and work upward, rather than at the federal or provincial level working down. It is the citizen in the community who is the best judge of the value of his inheritance, who most appreciates the buildings in his environment, and who, in the final analysis, will be the biggest loser without his past.

Government preservation policy

Don't expect Nuthin' from nobody, especially the Government. (Archie Bunker, 'All in the Family')

A review of the legislation and financial commitments of the three levels of government in this country shows clearly that preservation of early buildings is not a major political issue, nor is it among the top ten in any listing of government priorities. In fact, after reviewing legislation from a variety of countries, Mr Hartland MacDougal, chairman of the Board of Governors of Heritage Canada, has stated: 'We have possibly the weakest heritage legislation in the western world.'

Unlike Europe, Britain, and even the United States, we do not have a positive approach to historic preservation nor even a philosophical policy view of heritage values. Whether they are aesthetic, financial, sociological, or educational values, we are not generally prepared to challenge the current meaning of progress or the rights of an individual as opposed to the 'good of all.'

In Canada we have a division of responsibilities and powers based on the BNA Act, and certain elements of our concern, that is historic preservation, must be considered at three levels: (1) federal, (2) provincial, and (3) municipal.

(1) To clarify the obvious, the federal government is responsible to and for all of the people of Canada. Its policies must be national and must serve all equally. It cannot bypass the provinces and municipalities to aid the individual. Instead, federal contracts and agreements with the provinces have an effect on the municipalities and, in

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turn, the individual citizen. 'For the benefit and interest of *all*' must be the guiding principle with regard to preservation at the senior level of government.

(2) Provincial influence exists within the boundaries of a province and for the benefit of those within those boundaries. A great deal of federal legislation for provincial aid or benefit is enabling only, so that the provinces may select and adapt as they choose or need. Certain things may be done in one province that are not done in another. This may be the result of either selecting and implementing a federal program or of adopting a particular policy within the provincial realm.

(3) Municipalities in turn must answer to the needs of all the individuals within their jurisdiction. They have enabling or direct legislation from the provincial government, establishing those powers and decision-making capabilities that are vested in a city, municipality, or township.

Within the municipality, forming a fourth level and a smaller unit of interest and influence, are the citizens groups established for a variety of reasons. These are the clubs and societies that arise from an interest in everything from chess to day-care centres to historic preservation. Each of these organizations must, like the three levels of government, answer to the needs of its members and may in turn be controlled in some measure by municipal by-laws. The amount of support or assistance given to such groups has a direct relationship to the number of people in the organization and the extent of their influence within the community. If these organizations feel that their activities or projects are deserving of financial or political aid, they should be able to assess their potential by answering these questions: Is their undertaking of interest and benefit to the members only? to everyone in the community? to the whole province? to the nation? As their influence broadens and their membership increases, so also do the possibilities for higher levels of assistance.

With respect to conservation of our historic resources, some provisions have been made by the federal government, by all the provinces, and by a few municipalities within the areas of influence and responsibility outlined above. I have divided these provisions into three sections to clarify what is being done at each of the three levels of government.

It is important to keep in mind that the provisions relating to buildings usually concern 'historically or architecturally significant

structures,' in the highest sense of the term. Legislation is aimed at the very best remaining elements, representative of Canadian history and development. As I have noted earlier, I shall be writing of a far wider range of valued structures and complementary elements. It is only under the provisions of the National Housing Act that 'less than monuments' may be preserved, and it is necessary to remember the emphasis on 'significance' in the following legislative divisions.

THE FEDERAL REALM

There are some favourable provisions for preservation at the federal level, some within government departments and others initiated or supported in some measure by the federal government. Also useful is the federal leadership in the rehabilitation field which can be adapted to the retention of older or heritage buildings under the National Housing Act.

Department of Indian and Northern Affairs

Within the Department of Indian and Northern Affairs is the National Historic Parks and Sites Branch of Parks Canada, established to acquire and preserve items, areas, and buildings of historic value. The Branch undertakes artifact, archaeological, historical, and architectural research. A great deal of this work is directed towards accurate interpretation, reconstruction, and furnishing of historic parks and sites. The balance of the research in all of the fields mentioned provides information and analysis for the deliberations and decisions of the Historic Sites and Monuments Board. This Board is responsible for advising the Minister on the 'National Historic Significance' or 'National Architectural Merit' of buildings, persons, places, and events in Canadian history.

The Minister, acting on the advice of the Board, may decide to put a plaque on a building, for example, in recognition of its national significance, but this in no way indicates purchase, maintenance, or any restrictions on the use or fate of the structure. Or under the provisions of the Historic Sites and Monuments Act the Minister is authorized, with the approval of the Treasury Board, to acquire on behalf of Her Majesty in right of Canada any historic museums, or any interest therein by purchase, lease, or otherwise; and to provide for the administration, preservation, and maintenance of any historic place acquired or historic museum established pursuant to the Act.



Eighteenth-century glory as reconstructed at Louisburg, Nova Scotia
(Courtesy NFB Photothèque)

The Act has enabled the federal government to assume only a limited role in the preservation of historic structures because of budget limitations and the fact that 80 per cent of all federal funds allocated for architectural and historic preservation within Indian and Northern Affairs must be utilized in the maintenance of the forty-eight established historic parks and sites. In the preservation of historic sites cost-sharing agreements are instituted with provincial governments, municipalities, historical societies, and other private groups for the preservation of nationally significant buildings.

Louisburg in Nova Scotia and Fort Garry in Manitoba are examples of national historic parks, established, developed, and maintained by the federal government. Some historic buildings are retained in such parks, while the buildings at Louisburg have been completely re-created from original plans and drawings.

Frequent requests for consideration of buildings from the general public, societies and foundations, and other levels of government are received by the department and the Board, but it must be emphasized again that only sites that may have significance and value to *all* the people of Canada are considered by the Board.

If you feel that a historic building in your area does in fact meet the criteria of national significance, you may make a submission, giving as much background information as possible, to the Secretary, Historic Sites and Monuments Board, c/o National Historic Parks and Sites Branch, 400 Laurier Avenue West, Ottawa, Ontario K1A 0H4.

Also within this Branch is the Canadian Inventory of Historic Building. Developed under the architectural research section of the Branch, the CIHB is an extensive computerized stock-taking of early architecture, more advanced and comprehensive than any previously undertaken. Originally designed to provide information in a very short time for the required Board studies, it has evolved into a very practical tool for students, historians, architects, and private individuals and organizations.

Because of its very practical application in the field of our concern the CIHB is described in greater detail in chapter 3.

National Museums

To assist in saving a single building of value it is possible to apply, in part, the principles in a policy for museums announced in March 1972 by the Secretary of State. Funds have been made available to decentralize and democratize museum activities across Canada. There are several aspects of the program, including assistance to those institutions that qualify for associate museum status, catalogue and training assistance, and an emergency purchase fund. As well, under 'Special Grants,' with an initial budget of \$1 million, provision is made 'to allow smaller museums to upgrade their staff and facilities to the point where they might apply for associate status.'

Note that the intent is to upgrade present facilities rather than purchase a building for the purpose. On the other hand, in a situation where sufficient historical material is on hand, a staff is available, organization and administration are well planned, and all that is lacking is a building, some arrangements for capital cost expenditures towards a purchase might be negotiated. Leasing of space is also a possibility.

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Most local requests are channelled through the provincial museums. Information in this regard can be obtained from the provincial museum director or from the National Museums of Canada. The new policy is administered by the Secretariat to the Consultant Committee on National Museum Policy, 360 Lisgar Street, Ottawa, Ontario K1A 0M8.

Two self-help programs established by the government over the past few years that can be applied or adapted to our objectives are the Local Initiatives Program and the New Horizons Program. The ideas and projects that have been accepted within each of these programs are varied, imaginative, and frequently oriented towards historic research and rehabilitation.

Opportunities for Youth (OFY)

The Opportunities for Youth program, which began in 1971 as a federal response to the need for student summer employment, ceased operations on 31 March 1976. During its lifetime some of its projects in historic preservation included:

- historical research by the Prince Edward Island Heritage Foundation;
- research on the historic, aesthetic, and structural nature of buildings in the old town area of Victoria;
- heritage building survey of Ottawa area — plans and drawings of historic buildings;
- the establishment of a museum in an old CPR station and the operation of a tourist program in High River, Alberta;
- the restoration of a manor and conversion to a museum at St Anne de la Perade.

OFY published lists of accepted projects each year. These publications, still useful, are available from Canadian Government Bookstores across Canada. For further information contact your local Canada Manpower Centre.

Local Initiatives Program (LIP)

The primary thrust of the Local Initiatives program is to create employment for the unemployed and unskilled worker, and the program has therefore been deemed to be the responsibility of the Department of Manpower and Immigration. Persons receiving unemployment insurance or social assistance are those first considered by the Local Manpower Centre.

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Applications that include improvement of community 'storefront' services, new community services, environment improvement programs, minor repairs to substandard housing, cultural and social programs, non-profit cooperatives, and improvement of native community facilities and services are encouraged.

The budget and financial guidelines have fluctuated from year to year, but submissions should include at least fifteen man-months of employment. This could be, for example, five months work for three people, with a maximum wage of \$115.00 a week per person. Up to 17 per cent of the total salaries paid may be requested for rent, materials, and office supplies. Some consultant fees may also be included where necessary.

Projects have included money for the rehabilitation of a historic house in Brighton, Ontario, with exterior restoration the first year and internal renewal the second year; grants for the repair of substandard housing; grants for community studies; and an \$88,000 grant for the exterior restoration of the Sir Hugh John MacDonald House (the home of an early premier of Manitoba) in Winnipeg, Manitoba.

Since LIP is designed to operate through the six months of winter to spring when unemployment is at its highest level, project applications should be prepared and submitted in early fall, well before the 31 December deadline.

Requests and enquiries should be directed to the local Canada Manpower Centre or to LIP, 305 Rideau Street, Ottawa, Ontario K1A 0J9.

New Horizons Program

In the spring of 1972 a program to encourage community participation by Canadians over age 65 was announced by the Department of National Health and Welfare. The New Horizons Program can be broadly applied by a group of retired persons who take full responsibility for a project. At least ten volunteers must form the directorship of the project, the majority of whom are over 65. Staff may consist of persons of any age, and consultants to a project may be persons of any age with special skills who are hired for short periods of time by the directors. Accepted submissions may be funded for a maximum period of eighteen months, but continuing assistance can be granted upon re-evaluation. Grants may be used to cover the cost of planning, organizing, and carrying out projects which include rental of space and equipment, minor building repairs, telephone,

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travel, publicity, salaries of temporary staff, and consultant fees. The New Horizons Program does not provide for regular salaries or financial profit for the directors and participants.

Some programs of particular interest have been:

- a \$23,900 grant in Saint-Eustache, Quebec, to help defray costs of converting one of Quebec's oldest historical buildings into a meeting place;
- assistance to cover costs of repairs to a municipal building for use as a community centre;
- a grant to the Guelph Historical Society to continue its monthly publication of short articles on local history;
- a grant to the Bruce County Historical Society to compile data on the history and heritage of the region, to reprint two old books, and to continue the publication of historical bulletins.

Lists of approved projects, further information, and applications may be acquired from the Department of National Health and Welfare, Tunney's Pasture, Ottawa, Ontario K1A 1B3.

Central Mortgage and Housing Corporation (CMHC)

The most useful and adaptive legislation for the conservation of existing structures is contained in the National Housing Act. The NHA is 'an act to promote the construction, the repair and modernization of existing houses and the improvement of housing and living conditions.' Construction and repair are beyond the means of people on low incomes, and the improvement of living conditions is difficult for them as well as for the elderly, the unemployed, and the incapacitated.

CMHC is charged with the responsibility of interpreting the NHA. The allocation and dispersal of funds, guidelines for provincial agreements, administrative procedures, interpretation for regional variations, provisions for professional assistance, establishment of housing needs, social priorities, plus all the complexities of non-standard situations, are within its jurisdiction.

Therefore the NHA provisions and the CMHC responsibility are directed towards those whose needs are greatest. Loans and grants are subject to income ceilings — organizations or developers using CMHC funding are required to build to accommodate low-income people.

There are exceptions, but if this policy is kept in mind, the various provisions, interpretations, and limitations become clearer. Maximum income levels and lending values per unit may rise as cost-of-living

and labour costs go up; interest rates fluctuate or vary depending on the lending institution and the government borrowing rate. Any rehabilitation projects that may fall within the range of CMHC programs should be discussed with a local representative (under CMHC in the telephone book) at the outset.

The Corporation has, at times, received a great deal of criticism (see *Programs in Search of a Policy* by M. Dennis and S. Fish), and its staff members readily admit that they have made mistakes. On the other hand, they have been willing to experiment, to back pilot projects, to support innovative ideas, sometimes to lose money and 'face' in the process. Regional directors and branch managers have been permitted to lend a broad interpretation to NHA legislation and, although some are understandably over-cautious, they are entirely familiar with Corporation policy, operative guidelines, requirements for financial assistance, and the scope and limitations of the program.

Each branch office has a trained architect-planner, an engineer, and an economic adviser on staff. These offices are established to assist local groups or individuals in the assessment of projects and the planning, financing, and implementation of programs. The private sector is continually encouraged to carry out and complete plans and projects, with the Corporation and its representatives acting to assist financially and technically, to accelerate and guide, upon request.

There is bureaucratic red-tape, there are always complications and frustrations, but this must be expected and accepted. The Corporation is planning a certain amount of decentralization in the near future which will simplify some procedures.

The long-awaited amendments to the NHA were passed in June 1973. They include not only new programs but a new philosophy in dealing with housing needs. In an explanation of the amendments it is stated by CMHC:

There are many neighbourhoods in Canada occupied by low and moderate-income people, where the housing is deteriorating, community facilities are lacking, and the sense of the community is in danger of being destroyed. The Federal government believes that many of these neighbourhoods, with some help and some encouragement for the local residents, could be saved and could become healthy and satisfying places to live.

Two major programs were introduced within the amendments in recognition of the above. They are the Neighbourhood Improvement

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Program under section 27 and the Residential Rehabilitation Program under section 34.

Neighbourhood Improvement Program (NIP)

The objectives of the program are to improve the amenities of older rundown neighbourhoods and to improve the housing and living conditions of the residents of such neighbourhoods. The emphasis of the program is directed to the rehabilitation of the housing stock through the Residential Rehabilitation Assistance Program, the improvement of amenities and required improvements to municipal services and public utilities.

Directed to neighbourhoods experiencing change or development, this program is expected to develop appropriate zoning controls which will ensure the preservation of the character of the neighbourhood on a long-term basis following improvements. That NIP will inspire expanded, independent action on the private front from either individuals or groups is not only anticipated but satisfies a strong recommendation on the subject as stated in the Hellyer task force report on housing and urban development.

The program is operated on the basis of an annual agreement with each province, each agreement to contain the provincial allocation of funds for re-allocation amongst municipalities selected by the province and in turn accepted by CMHC. Depending on these agreements, municipal applications may be made through the province or directly to the Corporation for each of the successive stages of the program; i.e., selection of neighbourhoods, planning, and implementation.

Each federal-provincial agreement establishes the criteria for eligible neighbourhoods, and in order to meet program objectives such communities should contain these elements:

- (1) be predominantly residential but may contain non-residential uses such as local shops, schools, banks, churches, small business establishments and possibly, other non-conforming uses.
- (2) a significant portion of the housing stock should be in need of rehabilitation — consequently it is not envisaged that NIP will operate without a matching Rehabilitation Program.
- (3) the other elements of the physical environment are in need of rehabilitation.
- (4) there will likely be some overcrowding.

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- (5) be inhabited for the most part by low and moderate income people.
- (6) the neighbourhood amenities such as playgrounds, community centres etc., are deficient to varying degrees.

Generally speaking, the Corporation will not be involved in the on-site administration of projects, preferring that planning and implementation be accomplished by municipal/resident committees. Upon request Corporation staff is available to act in a resource capacity in the development of individual projects, but provinces and municipalities are required to plan deliberately for residents' participation in the planning and implementation process. In a review of the program characteristics it is stated: 'If the programme is to achieve any degree of self-motivation and spontaneous initiative, residents must be provided with an opportunity to relate to what is happening to their environment and develop a measure of control in what happens to their community.'

Funding from CMHC for NIP projects covers a percentage of the various costs including contributions of up to 50 per cent of the cost of formulating neighbourhood plans; acquiring and clearing land for open space or community facilities and for low- and moderate-income housing; constructing or acquiring and improving neighbourhood recreation or social facilities; developing occupancy and building maintenance standards; administering loans for commercial improvements in the neighbourhood; relocating displaced families and individuals; and the cost of employing persons in connection with the program implementation. The Corporation may contribute up to 25 per cent of the cost of improving municipal and public utility services; acquiring and clearing land that is not consistent with the neighbourhood; and relocating the individuals who have been displaced. The Corporation may make a loan to the municipality not exceeding 75 per cent of the cost of the improvements, after deducting the amount of the grants given. The Corporation may also make loans for the improvement of commercial properties up to \$10,000 with respect to a loan made by the municipality.

Improvement programs are based on neighbourhood selection by the municipality, a submission to the province, and a provincial assessment based on the funding agreement with CMHC. The process may be changed whereby the provincial-federal agreement is based on the number and extent of municipal submissions received. Either way, it is neither a short nor a simple process.

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There is no reason why a community group could not encourage municipal authorities to consider an improvement program for a neighbourhood that meets the requirements previously noted. Preliminary discussions with city planning or finance departments and with the local CMHC branch manager can help determine whether or not such a program is locally applicable.

Residential Rehabilitation Program (RRP)

This program is also aimed at the needs of low-income people — not for the construction or acquisition of housing, but for repairs and improvements to existing housing. Its purpose is to bring housing up to minimum standards of health and safety. Priority will be given to the repair of houses and the up-grading of plumbing, electrical, and heating systems. As in other programs, the amount of financial assistance depends on the amount of work required and the owner's income. Loans may be made, and if the housing continues to be occupied and maintained, up to \$2,000 of the loan can be forgiven.

Loan and grant assistance is also available to landlords, providing that they are willing to enter into an agreement to control rents. Income ceilings will not apply to landlords or non-profit corporations, who will be eligible for both the maximum loans and maximum forgiveness.

Generally the program will be used in conjunction with the new NIP, but it also can be used for non-profit housing projects and co-operatives. Under special federal-provincial agreements the program may apply outside designated neighbourhood improvement areas.

One condition of the loans is that suitable maintenance and occupancy standards must be in effect in the municipality. The purpose of this requirement is to help ensure that, after the repairs are made, the property will be maintained.

In the many programs across the country in which CMHC has participated there has been a mix of co-operative arrangements and pseudo-partnership agreements. Some provincial housing corporations act in an administrative capacity, frequently with equal funding from the provincial treasury. The Corporation has worked with credit unions, church organizations, co-operative housing groups, and ethnic societies. The legislation for these co-operative agreements has been within the Act for some time, but it is worth noting the amendments affecting them.

Many public-spirited organizations in Canada, such as churches, service clubs, and other groups, are willing to build or acquire suitable housing for low-income people and to rent it at no profit to themselves. This housing is frequently intended for elderly people but it can be used for other special groups and for low-income people in general.

The amendments to the NHA will raise the loans available to these private non-profit organizations from 95 per cent of the lending value of the project to 100 per cent. The loans may be repaid over periods of up to fifty years and are at a reduced interest rate (section 15.1). In addition to these special loans the federal government will make a grant of up to 10 per cent of the capital cost of the project. Some provinces and municipalities also give financial assistance for these projects, but this is not a condition for the federal grant.

Very often private non-profit organizations need help to get their housing project started, to plan and develop it to the stage where they can apply for a loan. The Act provides special 'start-up' funds for that purpose up to a limit of \$10,000 (section 37.1). Non-profit organizations can also benefit from loans and grants which will be available under the new RRP.

Research programs are also included within the scope of the NHA. Part 5 contains provisions to provide grants to individuals or organizations for study, research, and education in housing and urban affairs. Research grants may be used to cover research workers' salaries, costs of necessary travelling, clerical assistance, supplies, and the publication of reports. Support is also given to certain research bodies and organizations that conduct continuing programs of study and public information in the general field of housing, community planning, and urban affairs.

The amendments also permit expansion of research and development programs by authorizing the Corporation to assist industry and other governments in undertaking projects of an experimental or developmental nature that are designed to assist the Corporation in dealing with housing problems.

For general information and assistance CMHC has an extensive information service. Copies of the NHA and more complete information on NIP and RRP are available at no cost; there are as well two interesting booklets, *Habitat* and *Urban Renewal and Low Income Housing*. Enquiries may be directed to CMHC Head Office, Montreal Road, Ottawa, Ontario K1A 0P7.

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Two organizations may also be mentioned as valuable sources of information and assistance. The Community Planning Associations of Canada have Ottawa headquarters at 425 Gloucester Street, as well as branches across Canada. They also publish the *Community Planning Review*. The Canadian Council on Urban and Regional Research can be contacted for resource material at 251 Laurier Avenue West, Ottawa, Ontario K1P 5J6.

The following federal departments do not have a direct concern for the conservation of heritage buildings, except perhaps in the very broadest interpretation of some provisions within the Department of Regional Economic Expansion, as noted. They are included as sources of some assistance or research information.

Department of Regional Economic Expansion (DREE)

Although the Department of Regional Economic Expansion does not involve itself in historic preservation as such, some agreements with the provinces, providing support facilities for the promotion of tourism and recreation, have in fact included preservation projects.

DREE, through its special areas programs, Agricultural and Rural Development Act (ARDA) and Regional Development Incentives Act (RDIA), provides money towards economic development and social adjustment. These agreements usually provide for a joint sharing of costs between the provinces and the federal government and, in any case, are arranged between those two levels of government.

As well, under the Fund for Rural Economic Development (FRED) funding has been provided in New Brunswick for the historic village at King's Landing within the Comprehensive Development Plan for the Mactaquac Region and also for land assembly and research for the proposed Acadian Village in that province.

Restoration at Place Royale in Quebec City includes DREE participation. Another agreement in the province of Quebec states under program 1.5.5: 'The objective of this program is to develop the regional historic and cultural heritage, restoring historic sites and monuments.' In St John's, Newfoundland, the agreement notes that 'Public projects, such as restoration of historic buildings and the development of recreational sites, will be considered within the special areas programme.'

A different objective is noted in the Prince Edward Island Comprehensive Development Plan. Housing subsidies are considered essential

to economic and social development, and under 'Implementation' the plan reads in part: 'in addition, assistance may have to be provided for the improvement of an estimated 2,000 homes.' It is quite likely that many of these homes would meet historic-house criteria.

Other forms of assistance in DREE programs are available for public works, including streets and highways, waterworks, and sewerage facilities.

The extensive and varied programs developed under DREE are aimed at expanding the economy by increased industrial development and tourism, thereby providing employment and improving the standard of living. The agreements are complex and intricate; they vary from province to province, and it is suggested that a study be made of DREE projects in your own province. Well documented and explained, this information is available from Information Services of DREE, 66 Slater Street, Ottawa, Ontario K1A 0M4.

Another hint of preservation occurring in DREE activities is the adaptation of the Norwich Plan (discussed in chapter 5). In the programs concerned with economic expansion and industrial development the department, in cooperation with the Norwich Union Insurance Society, offers a training program for public service groups and municipalities to revitalize their commercial areas. Employing the philosophy that an attractive, well-maintained city or town is a more pleasant place to live and work in, they anticipate that this will be an added incentive for new industry. This educative program is being developed by the Participation Section, Incentives Division of the Industrial Development Branch, also at 66 Slater Street in Ottawa.

Department of the Secretary of State

The Department of the Secretary of State sponsors several programs that are of assistance to particular groups across Canada. Because they provide for an office staff and office accommodation, they can be adapted to provide staff and supplies for some historical projects, or, in the case of the friendship centres and Native Citizens Groups, a suitable older building can be temporarily retained and rehabilitated to some extent for these purposes.

Core funding for friendship centres is based on a five-year commitment to a group meeting the department's criteria for an organization established to assist native people in or new to the urban community. To maintain the basic operation assistance is provided for salaries, office costs, professional services, building rental, and maintenance costs.

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The Native Citizens Group enables native citizens of Canada to develop and maintain their culture and identity by establishing and directing their own programs and proposals. They may obtain generally the same assistance as noted above.

Citizens' participation and multicultural programs provide additional assistance under the Citizenship Branch. These must all be evaluated on the basis of local needs and interests. Obviously the intent and purpose here have nothing to do with preservation: they simply provide an adaptive method for maintaining a building of value until other measures can be taken.

I have not described here the full extent and value of these programs: in-depth descriptions can be obtained from the Grants Secretariat, Citizenship Branch, Secretary of State, 66 Slater Street, Ottawa, Ontario K1A 0M5, or the local field office.

One of our concerns with building retention is historical research. Much of the justification for preservation can be based on the establishment of accurate facts to add credence to aesthetic appreciation. The where, how-to, and why of research are covered in more detail in future chapters; suffice it to say here that research is a necessary element of building evaluation and selection.

Canada Council

Some funding for research assistance is available from the Canada Council. The Canada Council Act refers to 'the arts,' which includes architecture, theatre, literature, music, and other similar creative and interpretive activities.

The Canada Council Act, section 8 subsection 1 states: 'The objects of the Council are to foster and promote the study and enjoyment of, and the production of works in, the arts, humanities and social sciences and in particular, but without limiting the generality of the foregoing, the Council may *in furtherance* of its objects, (a) assist, cooperate with and enlist the aid of organizations, the objects of which are similar to any of the objects of the Council; (b) provide through appropriate organizations or otherwise, for grants, scholarships or loans to persons in Canada for study or research in the arts, etc., in Canada or elsewhere, or to persons in other countries for study or research in such fields in Canada.'

The Council's Canada Horizons Programme offers grants to individuals or associations undertaking projects aimed at 'creating a heightened awareness of Canada's cultural diversity and heritage,'

and intended for the benefit of the general public. Grants may be given for research and writing, publication, recording and filming, and thus should be of special interest and use to historical societies and citizen groups interested in educating the public towards a feeling of heritage and stimulating and initiating citizen interest in rehabilitation, preservation, and restoration. Projects of relevance include studies and publications of histories of regions; biographies; a pictorial history of Kingston, Ontario; a film to record the architecture of older rural areas now menaced by change.

Submissions or enquiries may be directed to the Canada Council, 151 Sparks Street, Ottawa, Ontario K1P 5V8.

Ministry of State for Urban Affairs

The Ministry of State for Urban Affairs is another government agency that has an indirect impact on urban activities and thereby a possible influence on preservation. The Ministry was created in 1971 to provide 'research, analysis and policy recommendations in the fields of federal jurisdiction affecting urban Canada.' It was also 'charged with fostering coordination among the departments and agencies of the federal government, and with maintaining liaison with the governments of all provinces, and through them, with the government of the urban areas of Canada' (*The Federal Urban Domain*, III, 317).

In many ways the Ministry is influenced by and reacts to local situations and opinions in its research and policy activities. It does not have a major concern for preservation, although it has sponsored a project to restore a valuable heritage building in Ottawa for offices, and assists and advises community groups in their attempts to understand and improve the quality of urban life. The Ministry was also a major influence on the philosophy and policy of the new NHA amendments.

HERITAGE CANADA

Beginning as a program initiated by the federal government, Heritage Canada is now an independent non-profit foundation. It was established for the purpose of holding and preserving buildings, national areas, and scenic landscapes that are part of the Canadian heritage. Under the Canada Corporations Act, part 2, Heritage Canada has the authority to acquire through purchase, donation, exchange, or lease heritage buildings, structures, artifacts, and lands.

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The Ottawa headquarters of Heritage Canada (Courtesy Heritage Canada)

In the spring of 1974 the first major publications from Heritage Canada defined the organization's priorities as established by the Board of Governors:

- 1 Stronger legislation to protect the heritage
- 2 Acquisition of land
- 3 Public education
- 4 Support for local groups
- 5 Strong membership base
- 6 Increasing professional and trade skills

Heritage Canada has also prepared a series of ten pamphlets on the law, which include general Canadian legislation and the applicable laws from each of the provinces. In addition, the first newsletter, *Heritage Conversation*, was published early in 1975.

At the first annual general meeting in September 1974 a new board of governors was elected by the membership, adding increased representation from the Atlantic provinces and the West. Although the present by-laws of Heritage Canada allow for a thirty-member board of governors, fourteen is considered a workable number at this time, and the maximum may be changed to about twenty, upon review of the by-laws.

The interest from a single endowment of \$12 million from the federal government provides the working capital for Heritage Canada — a small budget indeed for the important goals it has developed. The foundation is administered by an executive director, Mr R.A.J. Phillips, and a small staff of dedicated people who handle research and reference material, publications, and membership.

Information regarding publications, research assistance, donations, and membership fees may be obtained by writing to Heritage Canada, Box 1358, Station B, Ottawa, Ontario K1P 5R4.

THE PROVINCIAL REALM

Provisions of the BNA Act permit any province to control by legislation the protection of the objects, lands, and buildings that have been a part of that province's history. What is of historic consequence in Quebec may be quite different from that of New Brunswick or British Columbia, for example. It is therefore up to each province to consider its own particular evolution and culture. Most provinces have had legislation pertaining to historic sites for many years. In some cases it has proven inadequate for complex situations and is therefore seldom used. In other situations historic preservation is so far down the list of priorities at budget time that it has been virtually ignored in spite of adequate legislation.

From the 'Canadian Heritage Legislation Series' published by Heritage Canada in May 1974 a simple summary of provincial activity can be extracted. Considering the three prime aspects of preservation — listing, protection, and compensation — the facts are these:

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Alberta and Quebec provide for a system of listing and designating valuable properties, protecting them and compensating the owners as is appropriate; Manitoba and Prince Edward Island can designate historic properties, but have no system of listing, protection, or compensation; British Columbia may designate such properties, but lacks a clearcut system of protection and provides compensation only under certain conditions; Newfoundland, New Brunswick, Nova Scotia, and Saskatchewan are all similar in that none has legislation which authorizes a comprehensive listing, any protection, or compensation. (For Ontario, see page 44.)

Although we are many years behind the European and British approach and certainly trailing the United States's commitment in money and resources, we have nevertheless developed some effective legislation and innovative ideas in recent years. Quebec and Alberta have both passed new bills in the last few years. Interestingly enough, British Columbia, one of the youngest provinces in the historic settlement context, is moving towards more extensive protection of its remaining buildings with new legislation at the provincial level as well as at the municipal level for the city of Vancouver.

Some provinces have left historic preservation within older legislation and relied on a broad interpretation to cover developing situations and modern problems.

To attempt to note here the full range of provincial statutes on this subject would be not only rather dull and confusing reading, but a monumental task as well. Provincial acts affecting buildings, or sites with buildings, differ from one province to another. They may also have various titles and fall within the jurisdiction of several different departments.

To study legislation affecting buildings, consider the following possibilities within the provincial realm, either by department or act title:

- provincial, regional parks; recreation (departments or parks act);
- archaeological and/or historic sites and/or objects (act);
- environmental protection (act);
- environment (department);
- provincial museums and archives (departments);
- provincial housing corporations (departments);
- housing (act);

planning or community planning (departments or act);
 urban and/or rural planning and development (departments);
 municipal or cities and towns (act);
 municipal affairs (department);
 public works (department or act);
 preservation areas (act);
 cultural development (department or act);
 cultural affairs (department);
 expropriation (act).

Since each province may classify preservation differently, this list is simply a guide to all the possible departments or pieces of legislation that might influence planning, the retention or demolition of structures, and urban design.

If you wish to study the actual legislation, your task will be simplified by some consultation with a lawyer. He will be familiar with the provincial statutes and can probably save you a fair amount of time and research. Although law firms are not in business to provide free advice, many lawyers may donate some time for a worthy cause. As well, in an initial appointment with a lawyer, explain what information you need and for what reason, determine where you may need guidance and professional services, and he will let you know at what point he is obliged to start charging a fee and what that established fee will be.

The provincial secretary of any province should also be able to provide you with copies of specific legislation with up-to-date amendments. They are not difficult to understand, and you can certainly contact the administering department or your local MPP or MLA regarding interpretation, current budget, and practical application.

Alberta Heritage Act

In May 1973 the Province of Alberta passed the Alberta Heritage Act, which defines and provides for the protection of archaeological sites, heritage objects, resources, sites, and public records. This is enabling legislation wherein the designated minister may acquire by various means, sell, lease or exchange, lend or lease objects, buildings, and sites of historic, scientific, and artistic interest. The Act also covers Public Record Management, authorizes The Alberta Heritage

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Foundation, and outlines the process for designating a 'Classified Heritage Site'. The aspects of compensation to the owner of a 'Classified Heritage Site' are described, as are the liabilities resulting from contravention of any provision of the Act.

Of interest is part I, section 6, which states:

- (1) From moneys appropriated by the Legislature for the purpose, the Minister may, subject to the regulations, make a grant to any organization having purposes similar to those of this act.
- (2) The Lieutenant Governor in Council may make regulations
 - (a) prescribing the purposes for which grants may be made under this section, and
 - (b) limiting the maximum amount payable as grants.

Note also part III, section 23: 'The Minister may make grants to owners of heritage sites and may make such grants conditional upon such terms as he considers necessary or appropriate.'

The Act is comprehensive and thorough. As enabling legislation its success depends upon the extent of its records and research, the size and expertise of its administrative staff, and, most important of all, the amount of money set aside by the legislature for the work of the Heritage Sites Coordinating Committee and The Alberta Heritage Foundation.

Copies of the Act may be obtained from the office of the Provincial Secretary in Edmonton and other enquiries may be directed to the Department of Culture, Youth and Recreation, 12845 — 102 Avenue, Edmonton, Alberta T5N 0M6.

Quebec Cultural Property Act

'The main objects of this bill are to establish a Cultural Property Commission, to authorize the Minister of Cultural Affairs to recognize or classify cultural property, to provide for the regulation of excavations and archaeological surveys and to authorize the government to declare as a historic district a territory having a concentration of historic sites or monuments, or a natural district a territory whose natural setting presents an aesthetic, legendary or scenic interest.'

Passed in December 1972, this new Act, which replaces the Historic Monument Act of 1964, is an expansion of power and jurisdiction resulting in a much more comprehensive and complete piece

of legislation. It is composed of several divisions and some sixty-four sections. A copy of the Act can be obtained from the Quebec Official Publisher in Quebec City.

Division III, 'Protection of Cultural Property,' states: 'All cultural property, including any property in the public domain, may be recognized or classified in whole or in part by the Minister in accordance with this division.' The property is registered and noted in the Quebec Official Gazette.

Also, under section 18: 'No person, even in the exercise of a power granted him by the Legislature, shall destroy, alter, restore, repair or change in any manner recognized cultural property and, in the case of an immovable, use it as a background for construction, without giving the Minister at least thirty days previous notice of his intention.'

Under 'Effects of Classification,' classified cultural property must be kept in good condition and 'shall not be destroyed, altered, deteriorated, restored, repaired, changed' without the authorization of the Minister upon advice of the Commission. Section 33 declares: 'Any classified cultural immovable property not used for commercial purposes may be exempted from real estate tax to the extent and under the conditions provided by regulation of the Lieutenant Governor in Council up to one-half of the value entered on the valuation roll of the municipality where it is situated.'

Historic and natural districts and a 'protected area' are defined, and the basis for establishing such districts is described. Under 'Sanctions' in division VI the penalties for 'every contravention of the provisions of this act' are explained whereby an offender may be liable to a fine not exceeding \$5000.

Several historic localities established under the 1964 Act are now 'deemed classified cultural property and declared historic districts' under the new Act 'until otherwise provided under this act.'

The Act is administered by the Department of Cultural Affairs, which maintains an information office at 47, Ste Ursule, Québec, Québec.

I have quoted the legislation from these provinces because they contain the strongest and most effective provincial legislation to date.

Ontario

'An Act for the Conservation, Protection and Preservation of the Heritage of Ontario' (Bill 176) was passed in February 1975. During

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the debate in the legislature in January 1975 J.F. Foulds, the member for Port Arthur, argued that 'all you are doing in this bill is postponing the possibility of demolition; you are not preserving.' This is the primary failing of Bill 176.

On the other hand, one aspect of the interpretation and implementation of this bill not only is refreshing, but also fulfils the philosophy advocated in this guidebook. The Ontario Heritage Foundation within the Ministry of Culture and Recreation, which is responsible for the administration of this Act, is encouraging the establishment of Local Architectural Conservation Advisory Committees (LACAC) throughout the province. Made up of townspeople committed to heritage conservation, these committees will evaluate and select structures which they consider worthy to be designated as heritage buildings. In this capacity they act as advisors to municipal councils, who, in turn, may forward suggested lists to the Minister for heritage designation under the Act. Thus it is the LACACs' responsibility to justify and support local preservation. The Ontario Heritage Foundation will give advice, guidance, technical assistance, and under certain, special circumstances some financial assistance.

Only time and the level of commitment achieved will indicate the value of this approach, but the Ministry is to be commended and the LACACs given the greatest encouragement.

Incorporation

Within the provincial milieu there is one other kind of legislation that should be studied before undertaking major preservation or rehabilitation projects, these are the societies or corporations acts.

Incorporation is a relatively simple process which has several advantages for a non-profit organization. Incorporation requires that an organization have a constitution and by-laws, and these in turn imply stability and responsibility. Governments and foundations prefer to deal with an incorporated organization. The definitions and limits of liability of the executive are included in the terms of the acts, an important consideration in property or financial transactions. To become a registered charity for income tax purposes incorporation is usually a prerequisite.

Application forms and procedural assistance are available from a lawyer, or the provincial clerk at the legislative offices can direct you to the correct department for the necessary documents.

For associations or societies operating on a national basis federal incorporation should be considered. The Department of Consumer and Corporate Affairs, within the Corporations Branch, will advise and assist organizations wishing to incorporate. It is extremely helpful and will guide an eligible group through the sometimes complicated proceedings. Address enquiries to the Department, Place du Portage, Hull, Québec K1A 0C9.

THE MUNICIPAL REALM

For the purposes of our concern with buildings and structures the planning acts and municipal acts of the provinces provide the guidelines for municipal activities. These acts, in cases of conflict, take precedence over related acts; they specifically establish and control the by-laws that a municipality may enact.

Note that in the legislation quoted here or in any similar documents you may consult you will encounter the phrases 'the minister (or commission or foundation) shall' and 'the minister may.' 'Shall' indicates that, once the legislation is enacted or given royal assent, the responsible minister or body *must* do as stated under the terms of the act; 'may' means that the individual or group *can* carry out the provisions at its discretion. 'Shall' is absolute, delegating a government to do something; 'may' is permissive or enabling, allowing a government to do something, if it so desires.

Planning acts are, of necessity, restricting in some areas, but for our purposes they more often provide the enabling legislation necessary for the preservation of buildings or areas. Historic preservation is never their primary purpose, but it can be accomplished under some provisions, in spite of the fact that they may be enacted for an entirely different reason. For example, in the Ontario Planning Act a 'redevelopment area' may be designated by by-law with the approval of the Minister, and can be an area worthy of redevelopment for various purposes listed in section 22.1, ending with the phrase 'or for any other reasons.' Subsection 3 indicates that, upon passage of the above by-law and approval by the Minister, the municipality may acquire land within the redevelopment area. Under section 22 subsection 8 the municipality may, with the approval of the Minister, 'construct, repair, rehabilitate or improve buildings on land acquired or held by it in the redevelopment area.' As long as a municipality

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has an official plan for land use under this Act, it is free to plan and designate a redevelopment area, with no restrictions as to size, a broad interpretation possible for the justification of redevelopment, wide powers for land acquisition, and the ability to control demolition and alteration of structures.

The Community Planning Act of New Brunswick outlines municipal plans, and section 21 subsection 5 states that 'a municipal plan *shall* contain statements of policy with respect to (VI) the provision of municipal services and facilities including: (J) preservation of buildings and sites of historical interest.' But municipal governments that are far-sighted and intelligent enough to see the real values in historic preservation and rehabilitation are in the minority. Only a few have taken advantage of the enabling legislation and developed the potential.

Winnipeg

One of the most thorough and complete pieces of legislation, the City of Winnipeg Act, within the Planning Act of the province of Manitoba, reads under part XV:

- 485 (1) The power of council to regulate the erection, alteration, repair, demolition or removal of buildings under this Part shall be deemed to include inter alia (among other things) the power
- (a) to regulate the erection, alteration, repair, demolition or removal of buildings, erections and structures;
 - (b) to classify buildings according to use, capacity, location, number of stories or on such other basis as may be deemed advisable, and to make different regulations for different classes.

Also under zoning, with regard to by-laws:

- 598 (1) The Council may enact by-laws having force in the city and the additional zone, or in any area or areas in either the city or the additional zone, or both, with respect to
- (i) regulating the location, height, dimensions, and cubic contents of any building or other structure erected, constructed, reconstructed, altered, repaired or placed after the enactment of the regulating by-law;
 - (ii) regulating and controlling the architectural and other details of buildings except residences, to be built or remodelled in certain specified

districts as created by by-law, and for regulating and controlling such details in respect of apartment blocks to be built or remodelled in any part of the city, and to appoint a board, to the approval of which any such building and the plans and design thereof shall conform.

Montreal

The City of Montreal passed a by-law in 1962 establishing the Jacques-Viger Commission for the conservation of Old Montreal. A geographic area was defined, a policy of grants to owners to subsidize some restoration costs was instituted, and a system of design approval and compliance controls was established. Montreal also has a series of by-laws to subsidize demolition, rehabilitation, restoration, and rents in improved buildings. These by-laws apply in several areas of the city and are written to bring residential buildings up to established city standards.

Kingston

The City of Kingston Act, passed in 1970, reads:

- 2 (1) The council of the Corporation may, with the prior approval of the Ontario Municipal Board, pass by-laws designating buildings or structures as buildings or structures of historic or architectural value or interest.
- 3 A by-law passed under section 2 may,
 - (a) prohibit the demolition or destruction of buildings or structures designated thereunder or prohibit or regulate the alteration, renovation or the use thereof;
 - (b) provide for the acquisition by purchase, lease or otherwise of any such building or structure; or
 - (c) provide for the making of grants to the owner of any such building or structure for the renovation, restoration or maintenance thereof.
- 4 Where a by-law prohibits the demolition, destruction, alteration, renovation or use of a building or structure, or regulates the alteration or renovation of a building or structure, unless the Corporation has, within ninety days of the passing thereof,
 - (a) entered into an agreement for the purchase of the building or structure;
 - (b) entered into an agreement for the payment of compensation to the owner of the building or structure; or
 - (c) expropriated the building or structure, the Corporation shall forthwith repeal the by-law.

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- 5 (1) A by-law passed under section 2 shall, within five days after the passing thereof be registered by the clerk of the Corporation against the land affected in the proper land registry office, and where any by-law is not so registered, it shall be deemed to be repealed.
- 6 Where a by-law passed under section 2, other than a by-law regulating the use of buildings or structures, is repealed, the Corporation is liable to the owner of any land affected by the by-law for any consequential damages.

Note that the council 'may' do thus and so, but, having done so, 'shall' adhere to certain procedures. Kingston has not made use of this Act, but has instead retained many buildings by a different method.

A Historic Advisory Board was established by council and its initial undertaking was a first volume of what will be a series of books documenting buildings from their lists of valuable structures. These books, for sale to the general public, contain pictures, historical background, and architectural descriptions, and provide a great deal of information and reasoned justification for building preservation. The educated, professional approach taken by members of the advisory board has influenced the activities of city departments responsible for lands and buildings as well as educational and religious organizations.

Ottawa

In 1972 the mayor of Ottawa, Pierre Benoit, established an *ad hoc* committee to review historic preservation problems for that city. Some recommendations were submitted and a private members' bill was subsequently presented to the legislature early in 1973. Cited as the City of Ottawa Act, 1973, it was given royal assent on 22 June of that year. Written exactly as the Kingston Act, 1970, the Ottawa Act, has not, to this date, been used, because it lacks a satisfactory by-law for enactment.

Vancouver

The Province of British Columbia has a Municipal Act, applicable in all cities and towns except Vancouver. As the largest city in the province, Vancouver has particular situations and problems that do not occur in other areas, and it is therefore governed by a city charter. The city council may nevertheless amend the charter to take

advantage of provincial acts relevant to the city of Vancouver. As well, amendments to provincial legislation may be requested to be used as above, as particular problems of large-city management occur. In April 1973 the following amendment to the Municipal Act was submitted to the legislature.

714A (1) The council may, by by-law, subject to the approval of the Lieutenant Governor in Council, designate any buildings, structures, or lands, in whole or in part, as heritage buildings, structures, or lands for the purpose of preserving evidences of the municipality's history, culture, and heritage for the education and enjoyment of present and future generations.

(2) A building, structure, or land designated by the Council shall not be demolished or built upon, as the case may be; nor shall the facade or exterior of the building or structure be altered, except with the approval of the Council.

This change could be applied in Vancouver and used in other cities if the legislature were willing to permit municipalities to declare and administer historic areas and sites.

As the Gastown/Chinatown area of Vancouver has been declared to be an historic site by the province, certain controls and guidelines are necessary. Council established an Historic Area Advisory Board, later changed to the Vancouver Heritage Advisory Board (VHAB), to consider the above controls where city zoning and by-laws apply. It has also been suggested that the VHAB have jurisdiction over all local area committees and report directly to council. Recommendations and by-law amendments are being considered under enabling provincial legislation, with particular reference to the problems occurring in the historic areas. The City Clerk's Office at 453 West 12th Avenue can provide up-to-date information on the activities of the advisory board and the extent of deliberations.

In the past twenty years Canadian cities have welcomed development with open arms, granting tax concessions, spot-zoning, and planning changes presumably for the sake of desirable growth. As a result one booming prairie city's development has been described as 'slick and cheap,' with historic values and the preservation of early buildings rated as simply 'standing in the way of progress.'

In 1877, when the National Monuments Preservation Bill was presented for the fourth time in the British House of Commons, the

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following comment was made: 'Preservation should therefore be left to local societies and private subscriptions, and at all costs one should steer clear of town councils. "There was not a town in the country which did not bear witness to the bad taste of such bodies" ' (quoted by Wayland Kennet in *Preservation*, p 26).

Surely we have made some progress beyond this in the past hundred years. Surely there are council members who can see beyond the 'we don't need another museum' approach to conservation.

Many municipalities across the country have been encouraged or forced to accomplish preservation in some form by public determination, sheer weight of numbers, and bold initiative. If enough people pressure councils and planning departments, they can influence controls and development. Fighting city hall is a whole new field of endeavour, and it can be done; but if heritage preservation is of real importance to you and you are confronted with an apathetic city administration, a very careful assessment of municipal candidates at election time is much more effective. Elected officials, sympathetic to your cause, can not only influence their associates but give you much more practical support than can be gained from all the submissions and arguments you and your group put forward.

CONCLUSIONS

Although this review indicates a definite lack of strong preservation legislation, and we are well aware of insufficient funding, there is nonetheless reason for optimism. Not as yet evident in legal terms, in policy, or in budget allotments, there is a gradual hint of change. Municipal officials are becoming aware of the potential appeal and financial benefits of good preservation projects; citizens groups are gaining political strength and a knowledge of urban planning; the success of some restoration areas is influencing developers and private investors to redesign or rehabilitate rather than reconstruct; height limits and down-zoning by-laws are being imposed in new areas every month; government departments are having second thoughts about the conventional 'destroy and rebuild' approach; and, most important, the number of citizens taking part in conservation activities of all kinds is steadily increasing. 'People-power' remains a strong force in conservation, and well-informed people who know how to use available legislation are the most effective force.

But great and valuable buildings are still coming down. Until we press for more effective legislation and encourage a greater commitment by government, we must work with what we have to prevent the immediate demolition threats. Governments move slowly, and legislative revisions and innovations take a long time. We have, in the meantime, individual imagination, abundant vitality, and unique dedication. With maximum use, these assets can often be as effective as all the present government programs put together. At a seminar on preservation held in Williamsburg, Virginia, Ronald Lee, speaking of the 'Objectives and Scope of the Preservation Movement,' said:

Private groups have been the most important factor in preservation in the past. They should maintain their importance in the future despite the rising scale of government programs. Private groups should make use of public programs when they can, and they should provide models for government agencies to emulate. In a new area of large governmental programs, it should not be forgotten that private groups can continue to make important contributions using only their own resources. Many preservation projects can be accomplished by private groups without recourse to government help.

With such leadership, the preservation movement could have a broader and better informed base, and a wider program. Preservation societies are also in a position to alert others to crises in the field.

Not only must the pressures for improved legislation be continually applied at all levels, but it must be emphasized that there is always room for interpretation, adaptation, and manoeuvrability within the legislation and policies of any given department.

In the following chapters community initiatives and implementation by individuals and groups will be the primary themes, with other sources of assistance suggested where they will do the most good and applied to those areas for which they are broadly designed.

Surveys

Surveying is the essential first step without which historic preservation is impossible. Nothing can be preserved unless it is known to exist, nor can an adequate case be made for preservation. (Carl Feiss, FAIA, *Historic Preservation Tomorrow*)

The first step in building preservation is a survey: a stocktaking or inventory of your community's assets of worthwhile buildings. You will already have some feeling for what you wish to preserve. You are aware of certain buildings that, for one reason or another, are important to your city or town. Some will have been historically researched; some will have been given newspaper coverage; a few may have been noted in general books on Canadian architecture; others may have been listed or discussed by a local historical society. But until you have done a complete review of residential and commercial buildings in both town and country, you cannot know all the buildings that might be important, and you will not be able to select the best until all the possible examples are known.

It has been firmly established in all European countries concerned with historic preservation that a listing of structures must be accomplished before all else.

CANADIAN INVENTORY OF HISTORIC BUILDING (CIHB)

Fortunately in Canada not only has an excellent survey method been developed, but a great deal of the work of listing has already been done. The Canadian Inventory of Historic Building is a nationwide survey of early building which has been underway since June 1970.









In a press release issued at that time the Honourable Jean Chrétien, then Minister of Indian and Northern Affairs, explained that the 'inventory is to provide an information bank so we may know what we have, where it is, and how best we might use it.' In every developed country planners are struggling with this problem of building inventory. Canada has an opportunity to set an example which might well be followed by other countries.'









Providing a simple but comprehensive method of classifying the architectural elements and building techniques found in Canadian buildings from the earliest surviving ones to those of the early 1900s, this system utilizes contemporary computer technology for tabulation and data retrieval. Designed and implemented under the auspices of the National Historic Parks and Sites Branch of Parks Canada, the inventory had recorded in phase I 180,000 buildings across Canada by late 1975. Most cities and many rural areas have been surveyed.

The recording has been carried out primarily by students and some volunteer groups using a recorder form and training manual. The scope of the recorder sheets is sufficiently broad to include details of residential, commercial, and religious structures. The recorder form lists eighty categories and accommodates all the necessary elements of style, as well as building location, owner's name, historic significance, and photographs. A separate form is used for each building.

This first phase records exterior details and background information, while phase II, begun in the summer of 1973, progresses to interior style elements, floor plans, and more complex structural notations. Most of the requirements for a survey, noted in the list at the end of this chapter, are included in the CIHB recorder form for phase I. The site and floor plans can be roughly sketched in on the form and notes added regarding services, safety, moveability, and accessibility. In this way all the relevant information for a given building is recorded in one place, and a cross-referencing system can be developed. This forms a basic data-retrieval system which will take on increasing importance when the evaluation and selection stages are reached. In the CIHB system, or any other, the ability to retrieve and assemble information in various combinations is vital.

If the CIHB has completed its inventory of early structures of an area, its listing is available upon request. When requesting information be specific about the location with which you are concerned, listing street names if possible or providing a marked rural map. For particular buildings provide the street name and number.

Main door location								
								
1 Centre door, gable façade	2 Centre door, main façade	3 Off-centre, gable façade	4 Off-centre, main façade	5 Multiple, main	6 Multiple, gable	8 Corner	7 Other	

Main door structural opening shape								
								
1 Flat	2 Segmental	3 Semi-elliptical	4 Semi-circular	5 4 centre ogee	6 2 centre pointed	7 Triangular	9 Flat round corner	8 Other

Some examples of the architectural details on the CIHB recording form
(Courtesy Department of Indian and Northern Affairs)

Two basic methods of data retrieval (or printed information) are available from the CIHB, the ‘Catalogue Page’ and the ‘Basic Listing.’ The Catalogue Page reproduces on a single print-out page all the data recorded on the CIHB recording form for one building. The Catalogue Pages can be produced for groups of buildings, whole streets, selected areas, an entire city or town, and a complete province.

The Basic Listing can be prepared from any area surveyed, and the data are provided in a continuous horizontal line across the computer print-out page. This listing provides selected information on buildings within a given area. Location information, plus date, historical significance, associated personage or event, architect or builder, present and original use are given, as well as selected architectural information including massing, plan, storeys, bays, façade fabric, roof shape, dormers, roof features, roof trim, window-opening shape and trim, and door-opening shape and trim. These elements have been selected to indicate at a glance the essential quality of the building.

In addition, queries from individuals and requests from historical societies and heritage foundations regarding the extent of recorded data in an area are answered by CIHB staff. In return for this information the inventory staff requests information that may have been unavailable at the time of recording. For example, in many cases factual dates could not be recorded, the architect or builder was unknown to the tenant, and an event or person of historical significance connected with the building was long forgotten. Persons with knowledge and appreciation of the history of their area are

frequently able to provide facts that would take a great deal of additional recording time to unearth. These local residents are also asked to assess the inventory information for factual errors and omissions of buildings that they feel are worthy of inclusion.

The material provided by the CIHB Basic Listing for an area can then be checked against local information and historical data to ensure that all buildings of significance have been included. Any omissions can be added to the CIHB listing to complete the inventory.

Information contained in the CIHB inventory is also available on magnetic tape and file cards. Price lists for these and general information can be obtained by writing to the Canadian Inventory of Historic Building, c/o National Historic Parks and Sites Branch, Department of Indian and Northern Affairs, 400 Laurier Avenue West, Ottawa, Ontario K1A 0H4.

Note that the CIHB has recorded only pre-1880 buildings in eastern Canada (with one or two exceptions to cover later Victorian architecture) and pre-1914 buildings in the west. The cut-off date of 1880 for the east was established for two reasons. Up to that date patterns of design and style were clearer, more easily defined, while during the 1880s and beyond stylistic elements became mixed and altered. As well, in the latter part of the nineteenth century a tremendous building boom began that added thousands of structures to most cities and towns. It was estimated that about 100,000 pre-1880 buildings still existed, and that was considered a manageable number for the first phase of the inventory. Later buildings would be recorded at some future date. It must be pointed out that, of the 180,000 buildings recorded to date, very few are truly historic buildings in the sense that they have outstanding historical or architectural merit. The inventory records *all* pre-1880 structures, without making an evaluation or distinction at the time of recording in the field. The analysis and selection in future phases of the inventory will determine the truly outstanding buildings. Some cities that have received a complete inventory of their buildings — perhaps 800 to 1,000 were surveyed — have mistakenly believed that they have that many historically significant buildings. They have, in fact, about that many pre-1880 buildings, plus possibly a few later ones recorded because they formed part of a compatible group.

In the event that a city has not yet been recorded, the CIHB is still able to give some assistance. The recorder forms and training manual can be provided, and depending upon the location and the time of

year possibly a training program as well. Thus it is possible to make a local survey using all this material, enlisting local volunteer recorders, and working at one's own pace. Each of the recorder forms requires a set of photographs, so this must be a consideration in planning a local survey.

I strongly recommend that, even when an area has not been recorded by the CIHB, the CIHB system and forms be used for any local survey. One of the major advantages of the CIHB inventory is that it has not only standardized recording methods and a data-filing and retrieval system, but also established a uniform illustrated vocabulary for Canadian architecture. Previous provincial or area surveys used a variety of systems which made it impossible to bring their findings together for computer analysis and comparison. A universal system such as this has many additional uses, not only for students of building techniques, ethnic influences, and architectural history, but also in its very practical applications to urban planning.

The CIHB's illustrated vocabulary is used on the recorder form and further explained in the training manual. The vocabulary helps to select buildings for recording and to distinguish between architectural periods. For those new to the cause of preservation of older buildings, the recording form and manual provide an excellent basic course in early architectural style details. The method of recording guides the recorder to analyse a building element by element so that he soon begins to appreciate not only the beauty of the whole design but also the often fine proportions of each part and their balanced relationship to the whole.

To undertake a volunteer survey based on the CIHB system there are several things to consider before making the decision to proceed.

- (1) A study of early settlement and some historic research should be done before recording any buildings, in order to establish boundaries, estimate the number of buildings, and serve as a guide for eliminating certain buildings that have been built within the area in recent times.

- (2) The general area or areas to be recorded can then be determined. Within these areas streets or blocks of buildings should be listed so that each recorder has a particular responsibility. The average recording time for each building is 25 to 40 minutes, and this must be taken into account and considered, along with the time each volunteer is prepared to devote, when assigning areas.

(3) A training session, usually one or two periods conducted by someone who is familiar with architectural terms, will be necessary. A series of slides showing local buildings helps to clarify terminology. The training manual, in conjunction with the recorder form, should be read by all recorders before the training session.

(4) The training manual explains what photographs are necessary and how they are used, and points to some of the pitfalls of architectural photography. The actual on-site photography takes less time than the recording, so that one photographer will be able to cover the buildings assigned to several recorders.

(5) The number of recorders needed will depend on the estimated number of structures within the boundaries of the survey area and the amount of time each volunteer is able to give to the project. Also the extent of a survey may depend on financial considerations, such as photographic costs and car expenses, particularly in rural areas.

Once volunteers have been assigned to the research, recording, and photographic aspects of the survey, there are two other jobs that must be filled. First, there must be an administrator to arrange meetings; book meeting rooms; send out notices; keep track of documents and maps; contact volunteers; and organize recording material for distribution, filing, and final assembly. The other position calls for a 'tactful nag' — it is to be hoped that every organization has one! — someone who is capable of keeping track of and keeping after volunteers; making sure that they are supplied with forms, pens, film, etc; persuading them to complete the assigned work; and making sure that completed forms and photographs are returned to the central office. Volunteers can seldom devote a full day to the project, but even when they are working just a few hours a day their enthusiasm needs to be rekindled, and ideally the 'tactful nag' can act as the spark.

It might be useful to include some comments here on a major volunteer survey conducted in the Annex area of Toronto in 1971-2. More than 1700 buildings were recorded by approximately twenty-five people under the guidance of Mrs Judith Grant, with the initial training and some on-going assistance being provided by Mrs Elizabeth Ross of the CIHB staff.

Some post-survey observations included the following comments:

- 1 The CIHB survey can be done with a volunteer group where there is an urgent reason to do so or great natural interest.

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- 2 There must be a strong-willed but tactful person in the group who will act as team captain and where possible use his or her home as headquarters. A complete understanding of the commitment in time and energy is necessary.
- 3 The area surveyed should not be too large and there should be a firm but practical deadline.
- 4 The recorders should be selected from their own streets or areas.
- 5 The CIHB consultant should schedule at least two training sessions with all recorders, plus a meeting after they have done a minimum of six houses. The team captain should thereafter be in touch with the consultant every two weeks.
- 6 Research can be done by a group other than the recorders. Interest is more important than training and those people with this capacity often have original ideas for methods used.
- 7 Photography can be a problem if not carefully supervised. The work is not challenging and boredom results in high staff turnover. This group must co-ordinate coverage with the team captain so that photos of houses recorded are immediately available to avoid errors and to facilitate checking.

Several interesting comments came at the end of the survey:

Indirectly it transformed the Annex into the 'Historic Annex' in the minds of the people of Toronto ... This doesn't mean that anything in the Annex is sacrosanct or that they won't tear it down, but they now think of it as part of their heritage rather than as an area that is full of old houses in bad repair.

It takes a long time to make people see that their background is important.

As noted above, some pre-survey research is essential for accurate coverage. As the recording progresses, the need for continuing research will be apparent, particularly when it is time to make the final evaluation and selection. Local resources for historical information will differ from area to area but some possibilities can be suggested. Historical societies and libraries are a good starting point. If early maps indicating initial settlement are available, then a general geographic location for early buildings is pinpointed. Industry, farming or lumbering, forts, trading posts, road or river junctions, and royal grants of land provide leads to early settlement patterns. The reason for starting a town will begin to provide names, events, and buildings that establish a base for on-going studies. Once there are names to trace in city or county records, parish lists, and city

directories, the people of particular significance who influenced the town's growth and development will become known. You can go on to study early building methods, design, and style influences, as architects, builders, and craftsmen are mentioned in some records, and these should be noted and included in the research data.

Some early buildings have been so modernized or altered that no sign of an early building is visible. The elegant French-Robertson house at Upper Canada Village in Ontario contains within its walls a small log cabin that was the original French house, but there is no hint from what is now visible that it is there at all. Comparison of early maps and assessment rolls with existing buildings will simplify this treasure hunt.

Some provinces and cities have done random surveys in the past, and if this information is readily available, it is yet another work-saver. It may take some sleuthing to locate the responsible department, but provincial archives and museums are involved in Alberta, Saskatchewan, Manitoba, Nova Scotia, and Newfoundland; Historical Resources Administration in New Brunswick; the tourist bureau in Prince Edward Island; Cultural Affairs in Quebec; and Treasury, Economics, and Intergovernmental Affairs in Ontario. British Columbia has no provincially sponsored survey.

Each province has a public archives in the capital city and additional material is available there. An archive's staff can be of tremendous help if the requests for information are specific enough. The provincial archives will frequently have documents, diaries, and correspondence that can be useful, as well as most early newspapers, if these are not available locally.

Obviously some guidelines for dates as well as areas must be established for each survey. One provincial survey stops at 1850; the CIHB stops several decades later. The cut-off date for a local survey will depend on those events which influenced building activity: periods of business development, settlement patterns, destructive fires and certain developments in architectural style. In the east many cities experienced a building boom producing interesting Victorian architecture from the 1880s to the turn of the century or a few years beyond. In parts of the west it is worthwhile to record buildings up to 1914 or even into the 1920s. Consider those buildings or clusters of buildings that are architecturally unique to the area being surveyed, or that have utilized a particular or unusual building technique, as well as those that have

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been part of the historic or the commercial evolution of the community.

Are there outlying or rural buildings that should be included? How far afield should the survey go? This may, in some measure, be determined by the number of people who have volunteered for recording or the finances available for transportation.

At this time all structures within the chronological and geographic boundaries of the survey should be considered. Everything from small labourers' cottages and log cabins to large estates, churches and commercial buildings, warehouses, windmills, bridges, mills, factories and barns should be recorded to give a complete architectural picture as well as a complete pattern of the early life of the community.

Some guidelines for *Recording Historic Buildings* were written by Harley J. McKee in 1968 for the Department of the Interior in Washington. If you are unsure about where to begin, or if you live in an area where there are many buildings to consider, you might find it more practical to approach your inventory in this way:

Before attempting to make detailed records in a designated area it is often necessary to take a preliminary inventory, all-inclusive in scope, to locate, identify, evaluate and index properties architecturally and historically. Only the most basic facts about each structure are recorded during an inventory, but this information is a good basis for selecting the ones deserving more detailed study and extensive recording. (P 1)

Mr McKee then goes on to basic considerations and purposes which differ from what I have suggested above in that they broaden the architectural scope. These may be of particular interest in western Canada where the evolution he mentions is condensed into a shorter period of time:

Once the geographical units of the area to be surveyed have been determined, the nature of the survey will depend upon whether it is to be broad or specialized as to types, what historic periods are to be included, how intensive the study will be and what kinds of records are to be made. The purpose is to give an almost complete résumé of the building art by including all use-types, construction types and periods. The survey normally includes working men's houses, outbuildings, mills, factories, bridges and even provisional structures, such as shacks, that so often played an important role in our early history. There is a natural interest in an area's earliest buildings and for that reason a

survey usually emphasizes the recording of those periods. Buildings which occupy a significant place in the development of the architecture of a region, or of the whole nation, those which illustrate the distinctive contribution of cultural or ethnic groups, and especially those contributing to the evolution of modern architecture, comprise another important category. (P 1)

One other factor that will greatly influence the success of a survey is public information about the survey and advance publicity. Whether this is done with a letter to houses that are to be recorded, or by public announcements in newspapers, on radio or TV, prerecording explanation to the public is important. People will be curious, interested, and sometimes belligerent if their houses are being stared at or photographed, but, if they understand what is happening, they will co-operate to a far greater degree.

The importance of the survey cannot be overemphasized. All levels of government and private foundations and groups in both Canada and the United States have recognized that an inventory must be made before anything else can be considered.

The necessary criteria for determining value or significance should be established only when the historical research is complete and when all the data on structures within the time period and geographical area are assembled. It is not advisable to make arbitrary judgments of usefulness, quality, value, or beauty until all the facts are at hand.

On this subject Mr Feiss makes the following comment in *Historic Preservations Tomorrow*:

Survey forms should be as factual and objective as possible and should keep at a minimum items involving value judgements or ratings. Evaluations are implicit in survey making, but care should be taken to separate clearly the process of evaluation from the recording of fact. (P 10)

PRESERVATION PHILOSOPHY

It is also wise to establish at this time what may be described as a 'preservation philosophy.' In addition to the primary goal of halting building destruction, it is essential that preservation efforts have as a definite objective valid contemporary use.

There is no doubt that in the mid-1970s land values are so high and urban space in such demand that preservation must have a

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practical value and be seen to be useful in the community. There must, therefore, be a good, economically sound justification for saving an old building on a desirable piece of property.

During the process of surveying, evaluating, and generally reviewing the architectural heritage of a community, a preservation philosophy can be developed by considering possible uses for valued buildings. A discussion of ideas for contemporary use is included in chapter 6; the listing below serves as a guide to useful elements that will augment the basic surveying information. Evaluate your building assets by considering the following uses:

- | | |
|---|---|
| 1 single museum | 6 infill or conversion development |
| 2 village type of 'living' museum | 7 neighbourhood improvement programs |
| 3 commercial development | 8 institutional adaptation |
| 4 rehabilitation for low-income housing | 9 historic area designation (stabilization) |
| 5 renovation for town house | |

Buildings may be suitable for only one or for several of these uses. When a decision for use is arrived at, the surveying procedure can be adapted to produce the most relevant information for each possible use.

As the required survey and research information will vary from one use to another, the type of data needed for each of the above uses should include the following:

- | | |
|---|-------------------|
| 1 single museum | |
| (a) architectural and historic significance | (e) condition |
| (b) architectural detail and period | (f) accessibility |
| (c) architect or builder | (g) site plan |
| (d) interior space (for display and traffic) | (h) original use |
| 2 village type of 'living' museum (for each building) | |
| (a) architectural and historic significance | (e) moveability |
| (b) architectural detail and period | (f) condition |
| (c) architect or builder | (g) original use |
| (d) important person or event | |

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3 commercial development

- (a) architectural and historic significance
- (b) architectural detail, style, and period
- (c) architect or builder
- (d) interior space
- (e) services
- (f) commercial proximity
- (g) condition
- (h) safety

4 rehabilitation for low-income housing

- (a) condition
- (b) exterior materials
- (c) interior space
- (d) lot size; site plan
- (e) architectural significance and detail
- (f) services

5 renovation for town house

- (a) architectural detail
- (b) interior space
- (c) interior detail
- (d) site plan
- (e) services
- (f) condition
- (g) accessibility

6 infill or conversion development

- (a) site or block plan
- (b) architectural significance of existing buildings
- (c) interior space
- (d) services
- (e) expendable buildings
- (f) accessibility

7 neighbourhood improvement program

- (a) area plan
- (b) architectural significance and detail
- (c) condition
- (d) services
- (e) grouping

8 institutional adaptation

- (a) architectural detail
- (b) interior space
- (c) site plan
- (d) services
- (e) accessibility
- (f) safety

9 historic area designation

- (a) architectural or historic significance
- (b) grouping
- (c) original and present use
- (d) architectural detail
- (e) accessibility

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Clarification of a few of these terms may be helpful; others are self-explanatory:

- *accessibility*: near local transportation or on an access road;
- *interior space*: rough floor plan indicating size of rooms, halls, stairs; location of windows, doors, fireplaces; basement and attic space;
- *safety*: numbers of exits; condition of chimneys, flues, stairs, and fire escapes;
- *services*: existing plumbing, wiring, heating; kitchens, bathrooms;
- *site plan*: approximate size of lot, location and size of buildings thereon, driveways, lanes, fences, relation to street;
- *block plan*: as above, but on a larger scale.

As several of these uses require an estimation of interior space, I have included an example of a floor layout and two methods for measuring areas. Method 1 is a professional measured drawing that includes all specific details and spaces. This type of drawing will eventually be needed if structural changes and interior renovations are planned.

For a simple estimate of floor area method 2 is adequate and can be done quite easily by anyone equipped with an accurate steel tape. It is necessary to include exterior wall and interior partition thicknesses to provide reliable overall dimensions and to ensure that interior spaces match, particularly between first and second floors, for example. The symbols used to locate services are standard and universal. This type of drawing can also be used for basement and attic spaces when they are required.

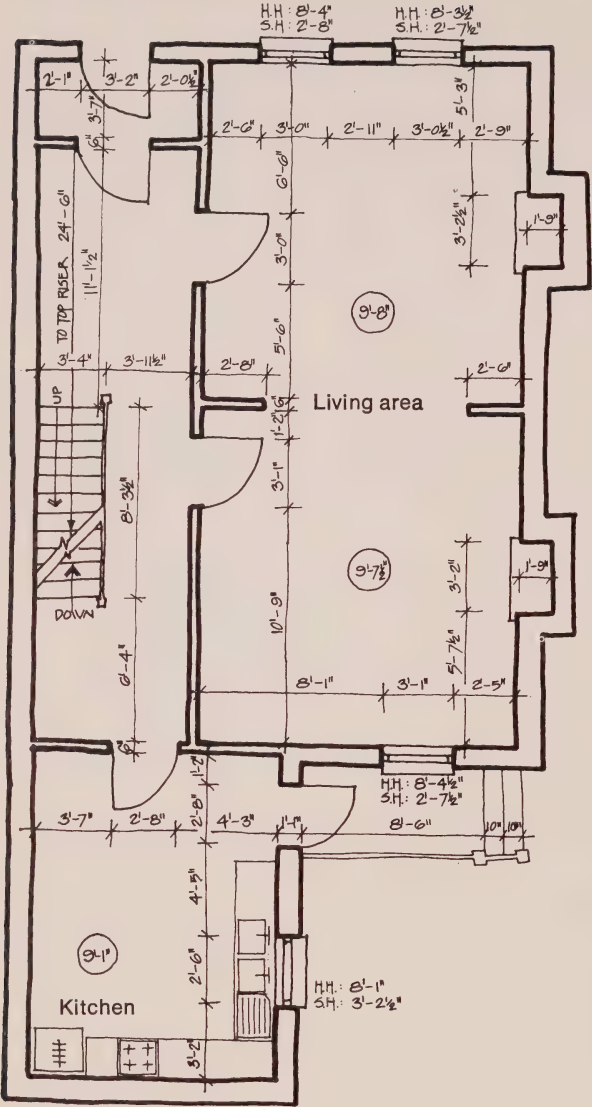
To calculate square footage (i.e., floor area) multiply the width by the length. A room measuring 12 feet by 12 feet contains 120 square feet. To aid in calculating, use the conversion-to-decimals chart included on page 66 in this way: a room measuring 12 feet 8 inches by 10 feet 2 inches converts to 12.67 feet by 10.17 feet and contains 128.85 or a little less than 129 square feet.

In preparing the site plan lot and building size can be measured with a tape or paced off and calculated in the same way.

The published materials on projects in New Orleans, La (Vieux Carré), Savannah, Ga, Providence, RI (College Hill), and Kingston, Ontario, to name a few, contain additional emphasis and guidance on surveys.

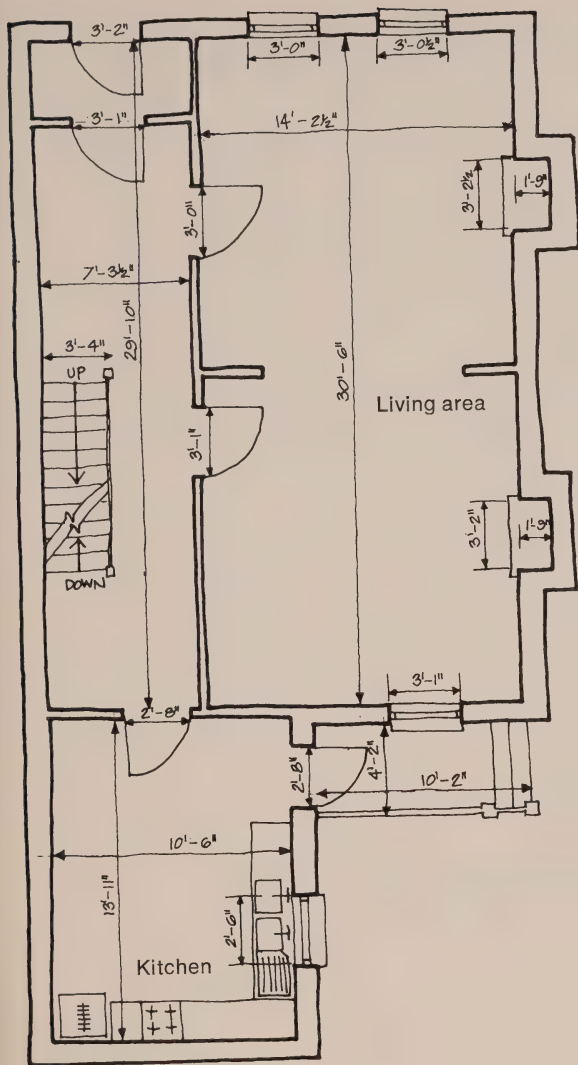
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Ground floor plan



Two methods for calculating interior space (Prepared by Kevin Barnaville)
ABOVE Method 1

Ground floor plan



Method 2

SYMBOLS

Inches expressed in decimal equivalents
for calculation of square footage:



Kitchen sink and drain board

Inches Decimal equivalent

1 0.083

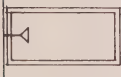


Lavatory

2 0.166

3 0.250

4 0.333



Bath tub and shower head

5 0.416

6 0.50

7 0.583



Water closet

8 0.667

9 0.750

10 0.833



Stove

11 0.916



Refrigerator

Convert dimensions in feet and inches
to decimals and multiply in usual manner.



Window head height



Window sill height



Ceiling height circled

LEFT Standard symbols used in the preparation of floor plans

RIGHT Decimal equivalents for measurements expressed in feet and inches

Evaluation and selection

Unless we realize it is more important to enhance the quality of life than raise the standard of living we will reach the ultimate irony: an affluent society dwelling in an environmental slum. (Anonymous)

The legislation, both federal and provincial, that relates to historic preservation must evaluate on a national or province-wide scale. Governmental terms of reference establish this broad concern.

In some cases research or a survey initiated by a local group will unearth buildings of more than local interest, but the majority of structures in the inventory will have primarily local interest. The homes and schools and churches and stores that have 'always been there,' that the people of the community pass every day, that they have cherished and admired for one reason or another, that make their city unique are the ones for which the greatest concern is shown. So those buildings will gain the greatest support, and their history and aesthetic values inspire the most interest.

The values of a particular environment should be the basis for selection and evaluation. The criteria established by a province, let alone a federal department, are not relevant to all towns and neighbourhoods even within a small area: Montreal and Quebec City have completely different atmospheres; Niagara-on-the-Lake and London, Ontario, have charming architecture from two very distinct periods in time; even the waterfront area and the west end within the city of Vancouver differ.

In *Historic Preservation in Inner City Areas* Arthur P. Ziegler, Jr, suggests to American preservationists:

Your principles should be firmly rooted in the relevance of your historic areas to your local architectural scene. Perhaps your town lacks a Society Hill or an Ansonborough; that doesn't matter. The question is only what is valuable in the context of your town; perhaps, like Toledo, Ohio, your oldest areas are largely Colonial Revival (built c. 1900-1915). Then these are what you should deal with. You must investigate your city's buildings and determine which ones really are of significance in the context of the city's development, and then tell your fellow citizens about them. (P 9)

CRITERIA

From the research that you assembled during your survey you should begin to have an impression of the early history of the community: where the first buildings were and how the area subsequently developed. You will also become aware of family names, outstanding people, and events that were in some measure involved in the development of the area. Now you can begin to evaluate. Listed below are some suggested criteria for judgment that will help to create a value scale or point system.

I HISTORY

- (a) Associated with a person of interest or significance
 - 1 early settler; first 'developer'
 - 2 town official, lawyer, doctor
 - 3 member of provincial or federal government
 - 4 inventor
 - 5 artist or writer, architect or craftsman
 - 6 royalty or prime minister or president
 - 7 first settler of an ethnic group
 - 8 town character or black sheep or pirate or outlaw
- (b) Associated with significant event or early use
 - 1 coach stop, hotel; first school, hospital, church
 - 2 discovery of gold, silver, etc
 - 3 first court-house, jail, city hall
 - 4 signing place for agreements, treaties
 - 5 first landing or landfall
 - 6 beginning of early institutions or companies, e.g., RCMP, Hudson's Bay Company, grain industry, shipping, mining, railways
 - 7 association with an ethnic group: settlement, culture, industry

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8 famous feud or battle

9 invention, scientific discovery

II ARCHITECTURAL SIGNIFICANCE AND ASSESSMENT

- (a) example of particular style
- (b) example of unusual or atypical style
- (c) architect or builder of local importance
- (d) craftsman
- (e) group of structures from one period: homogeneous
- (f) unique building or structural technique
- (g) threat
- (h) environment

In *Historic Preservation Tomorrow* Dr Richard W. Hale of the Massachusetts Historical Commission suggests some other considerations.

Historical Consideration

Sites and structures connected with events significant in cultural, political, economic, military or social history of the municipality, state or nation.

Homes or places of significant activities of notable personages of a municipality, state or nation.

Sites and groups of structures representing historical development patterns. Examples: seaport, agricultural settlements, crossroads, railroads, canals.

Structures related to civil life of communities: jails, schools, town halls.

Indian remains or sites; Indian burials.

Churches that were the scene of historic events.

Cemeteries, when outstanding in their length of use, or burial of important historic personages, or the scene of historic events.

Architectural Considerations

Buildings by great architects or master builders and important works of minor ones.

General

It is important to record what sites, structures, or areas are under special legal protections: federal, state and local.

Integrity is an essential basis for deserving recording; sites should be authentic and original: so should workmanship and material.

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The setting is important; and it should also be recorded whether or not the setting is favorable.

Proposed by the Committee on Standards and Surveys for the 'National Trust for Historic Preservation,' the following list adds other elements you might wish to include:

CHECKLIST OF CRITERIA

Historical and Cultural Significance:

- Broad historical values
- Identification with historic personages
- Identification with historic events
- Architectural or landscape values
- Identification with aboriginal man

Suitability:

- Extent of surviving original material
- Adequacy of property boundaries
- Accessibility
- Freedom from encroachments
- Fire and police protection
- Availability of utilities
- Adaptability to functional use

Educational Values:

- Capacity for public use and enjoyment
- Co-ordination with other programs

Cost:

- Restoration and reconstruction
- Maintenance and interpretation

Administrative Responsibility:

- Legal authority
- Organizational soundness
- Adequacy of financing
- Trustee, committee, staff competence

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In May 1973 the Department of Community Development in Victoria, British Columbia, recommended the following criteria of historical, architectural, and practical value.

- (a) Buildings and sites of *historic value* are defined as those which are:
 - representative of a significant era in the evolution of the community
 - a milestone signifying an important turn of events locally or nationally
 - reflective of a particular cultural or social background of the area
- (b) Structures of *architectural value* [are defined] as those which exhibit:
 - richness in details reflective of the times or are pieces of artwork in themselves
 - representative work of generally recognized masters
 - an overall aesthetic pleasant to the public eye
 - important influence on the character of the surrounding environment
 - unique style or technique
- (c) Buildings of *practical value* for restoration [are defined] as those buildings which:
 - are structurally sound
 - have the potential for functional adaptability for future use
 - contain adequate essential services and safety provisions, e.g. plumbing, electricity, water, fire exits, etc.
 - retain a high degree of design integrity
 - are compatible with the existing land use

Although they are repetitious in some respects, I have included these checklists in their entirety to illustrate the structure and scope of other standards. You may find it useful to choose several of these lists or to use just one for the elements that are applicable to your community.

Under each category arrange those items that you have selected in order of their local importance, and establish a numerical scoring sequence for each group. I am including several examples of such evaluation methods for your consideration, but first a word of caution.

EVALUATION

Be aware that to attempt an evaluation based on only one rigid set of criteria for a city of even 75,000, for instance, is asking for complications and dispute. Mr Ziegler mentions the 'relevance of your historic areas.' A small area of early buildings can be valued for several

reasons, but a boom in commercial activity later in another area or the intensive building of Victorian homes after the 1880s are valued for different reasons. In a city with several 'pockets' worth preserving, and probably several interest groups, each area may have to be scored by different standards. But, once protected lists are drawn up for each pocket, if everyone troops off to city hall proclaiming his priorities: chaos!

There is no simple solution to this conflict. If all the groups can agree to get together, select the top two or three or six listed buildings, and then intermingle or re-arrange them, this may be one solution; or they may assemble all the buildings and establish age as the most important value; or ask an impartial panel to make the selection; or divide by building use and indicate the evolution of commercial buildings, the trend in residential styles, and a range in housing from cottages to estates.

The eventual goal is to be able to say to government as well as to the public: '*These* are the most valued buildings in our community for these reasons.' Nothing destroys the credibility of preservation groups more quickly than a panic uprising over *every* building threatened with demolition. This tendency not only dissipates the energies of those concerned with preserving buildings, but it also weakens the case and invalidates the arguments put forward for priority buildings. That is why listings are so important. Work methodically to establish them, and if a threat arises to a building that has been eliminated, ignore it. If the building was thoroughly considered and soundly evaluated in the first instance, the decision to let it disappear is supported by facts and sound reasoning. Do not be stampeded into reversing or reconsidering such a decision by someone who has just 'discovered' the building.

I shall not mislead you into thinking that evaluation and final selection are going to be easy. Professionals in the fields of architectural history and preservation in several countries have been trying to develop a truly non-subjective scoring system for many years. The only encouragement I can give is that, since you are working on a much smaller scale, you do not have to consider a whole nation's buildings and history; and you are the people who know best and can evaluate most reliably the significance of the people and events of the past that make up your own historical mosaic.

It is generally agreed that evaluation must at least begin with a numerical scoring system. Several examples are included here along

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with the reservations that have been expressed regarding exclusive use of such a system.

The City County Planning Commission of Lexington, Kentucky, has done an extensive survey and plan, for which they have developed a useful scoring system. Each of five basic considerations is given a maximum scoring potential, the top score possible being 122.

1	Historical	30 points
2	Architectural	25 points
3	Urban Design	15 points
4	Physical Condition	44 points
5	Modification of Original Design	8 points

The evaluation scoring is done in this way:

HISTORICAL SIGNIFICANCE				TOTAL SCORE
Important in				
National Context	_____	30		
State or Regional Context	_____	20		
Community Context	_____	15		_____
Architectural Significance				
Exceptional	_____	25		
Excellent	_____	20		
Good	_____	15		
Fair	_____	5		
Poor	_____	0		_____
Urban Design Significance				
Great	_____	15		
Moderate	_____	10		
Minor	_____	0		_____
Physical Condition				
Structural Soundness	_____	10	_____	_____
Maintenance of Exterior	_____	10	_____ 5	_____ 0
Maintenance of Acc[essory] Bldgs	_____	4	_____	_____
Maintenance of Site	_____	4	_____ 2	_____ 0
Maintenance of Adj[acent] Prop[erty]	_____	8	_____	_____
General Cond[ition] of Neigh[bourhood]	_____	8	_____ 4	_____ 0

Desecration of Original Design

Little or None	_____	8	
Moderate	_____	4	
Considerable	_____	0	_____

The interesting element under consideration here is that of ‘Urban Design,’ which is explained in this way.

1 Architectural Characteristics — any one or more of the following characteristics indicate architectural value in the order of listing for each category.

- (a) Construction type — specimen
 - Primitive or unique techniques
 - Initial uses of new materials
- (b) Architectural style and design
 - Work of national, regional, or community significance in design
 - Work of well-known architect
 - High standard of design for the region
 - Early adaptation of style to local functional or economic needs
- (c) Scarcity of architectural examples of style (rated on a national scale)
 - pre 1800 - Exceptional
 - 1800-1835 - High
 - 1835-1860 - Considerable
 - 1860-1880 - Moderate

2 Characteristics of Urban Form and Function — Urban design values are determined by composite aspects of elements which form individual streets, street patterns and neighborhoods. The relative value of each characteristic will vary directly with the degree to which it is expressed in an urban area.

- (a) A juxtaposition of historic urban elements illustrating the relationship of land uses and transportation in a historic period.
- (b) A range of building types, land uses, and qualities of design representing the variety of social and economic needs in a historic period.
- (c) Spatial quality, scale and texture of an urban area representative of a historic period.

In addition any single historic element of visual quality located so as to form a focal element in a contemporary setting has urban design merit.

As a summary of its survey the Planning Commission explains its priorities:

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First priority for preservation of structures is for those places which rated above 100 in the City and 90 in the County. Second priority is for buildings rating between 80 and 100 which are located in the City and between 70 and 90 in the County. Third priority are all other buildings which have a rating above 65 in the City and 55 in the County.

In addition to the points tabulated on the survey forms ratings were also given for age. Buildings constructed prior to 1830 received an additional 15 points, 1830 to 1860 received 10 points and 1860 to 1900 received 5 points.

This publication also notes that a numerical system, although seemingly exact, can in fact vary as much as 5 points between any two evaluation teams. Second, some buildings may achieve a high score in only one category so that their total scores are lower than those of buildings having a low to moderate value in all categories. Also, it is difficult to determine the minimum total score necessary to warrant preservation. The commission recommends that the point system be checked against other considerations before the final decisions are made. This difficulty was encountered in England when a similar system was widely used. Several structures were lost because their total point count was just under the value established for preservation.

The scoring system is still dependent on the human elements of taste and personal opinion. Obviously no scoring system makes an absolute judgment. I would nevertheless like to present other numerical scoring systems for consideration, because, despite its limitations, numerical rating forms a necessary foundation for final decisions.

The following is a rating method used by the Alberta government, Heritage Sites, Department of Culture, Youth and Recreation:

System of Rating — Provincial Inventory of Historic Buildings

Age:

- 1 — Built since 1910
- 2 — Built 1900-1910
- 3 — Built 1890-1900
- 4 — Built before 1890

Rarity:

- 1 — Large numbers of similar buildings exist
- 2 — Few similar buildings exist in the area or region

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- 3 - Very few similar buildings exist in the province
- 4 - The building is unique or virtually so.

Site, Environment and Integrity:

- 1-2 - Badly disturbed or changed in very unfavorable environment or in very poor condition.
- 3-4 - Unfavorable environment, fair condition or moderately altered but not so as to destroy basic integrity.
- 5-6 - Generally favorable environment, good condition or only superficially altered or modified.
- 7-8 - Highly favorable environment, excellent condition with no noticeable changes or alterations.

Architectural Interest:

- 1-3 - Little to none.
- 4-6 - Sufficient that it is an asset and should be preserved when feasible.
- 7-9 - Considerable interest. Preservation should be strongly urged.
- 10-12 - Exceptional interest on provincial level.

Historic or Socio-cultural Interest:

- 1-3 - Little or none.
- 4-6 - Local only.
- 7-9 - Broad regional significance — some provincial interest.
- 10-12 - Considerable provincial or even national significance.

For the Architectural Conservancy of Ontario, Toronto Region Branch, Mrs Elizabeth Vickers has suggested this scoring method for the buildings of merit within their jurisdiction:

EVALUATION

(Scale: 1 = low; 10 = high; NR = not rated)

- | | | |
|----------------------|---|-----|
| 1) RECOGNIZED STYLE: | Execution within the canon of a recognized period style or method of construction | /10 |
| 2) EXTERIOR: | Distinction of handling of external architectural form, including massing, façades, roof line, entrance, fenestration, etc. | /10 |

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3) EXTERIOR DETAIL:	Distinction of handling of external finish, including brick or stone masonry, handling of wood, carved or sculptured elements, door and window treatment, etc.	/10
4) INTERIOR:	Distinction of handling of floor plan, spatial sequences and internal volumes	/10
5) INTERIOR DETAIL:	Distinction of handling of internal finish, including mouldings, door ways, fireplaces, hardware, materials, etc.	/10
6) RARITY:	One of the few remaining examples of type	/10
7) REPRESENTATIVE CHARACTER/ SYMBOLIC NATURE:	Especially typical of a given function or community at a given time	/10
8) LANDMARK:	Importance visually in streetscape or townscape of given area	/10
9) CONTEXT:	Retention of characteristic architectural setting or compatibility with present neighbourhood	/10
10) ARCHITECT:	Importance to community, whether wide or local reputation	/10

Additional Comments

Note particularly if environs are related or hostile, relatively stable or rapidly changing.

A simpler method for evaluation of architectural significance as an example of style could be scored in this way:

1. Exterior	-	Exceptional	(max 60)
		Good	
		Fair	
		Poor	

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2. Desecration - Little or none (max 20)
- Moderate
- Considerable

3. Rarity for area under consideration (max 10)

4. Conformity of surroundings (max 10)

Points 3 and 4 apply to architectural importance, but they must be balanced against the historical considerations.

In writing criteria for selecting subjects Harley J. McKee (*Recording Historic Buildings*) recommends this balance:

Historical and Architectural Interest. Selection on the basis of history and architecture are given equal weight. Some buildings with important historical associations have little or no architectural interest; the reverse is also true. If two buildings are of equal architectural interest, preference should be given to the one with the most known history. Early or pioneering examples of building type or style are given special attention, as are the works of noted architects and builders. Evidence of coherent, consistent planning and design, harmonious proportions, good scale, well designed interiors, refined detailing and skilled craftsmanship serve to indicate the architectural interest of a structure.

I believe that historical assessment can be done by non-professionals at the local level. The scales in the examples quoted do not go below national, regional, and community levels, but I would suggest that a local group establish a complete numerical range for local significance first, and then, where required, add 10 or 15 points for broader interest. Establishing a full-value scale for local interests ties the scale directly to architectural considerations, which are the points most often compared at the local level.

The following is a Proposed Heritage Building Selection Process, which re-enforces the criteria noted earlier from the Department of Community Development in Victoria, BC.

STAGE 1 Tabulation of information from the CIHB printout for buildings constructed before 1915.

- (a) Building name and address
- (b) Date of construction
- (c) Historical significance

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- (d) Architect or builder
- (e) Location maps

STAGE 2 Selection of those buildings from the list which have *historical* or *architectural* value as defined in the report on criteria.

STAGE 3 Preparation of further data on buildings identified in Stage 2 to indicate their practical value.

- (a) Present zoning
- (b) Potential future use
- (c) Building condition
- (d) Market value
- (e) Land use compatibility

STAGE 4 Relative Weighting Evaluation Procedure to select those buildings which constitute the best heritage buildings based on architectural, historical and practical value.

STAGE 5 Further documentation of the heritage buildings selection.

- (a) Building name and address
- (b) Date of construction
- (c) Historical significance
- (d) Architect or builder
- (e) Present owner
- (f) Present zoning
- (g) Possible future use
- (h) Building condition
- (i) Market value
- (j) Complete set of photographs or drawings

STAGE 6 Preparation of a heritage handbook for public issue describing the buildings selected.

When architectural elements must be judged, it may prove expedient to enlist the help of someone outside the interest group who has some knowledge of early architecture. Personal preferences and prejudices can hinder impartial evaluations.

For assistance in historical assessment or for expert judgment in architectural evaluation the staff of the CIHB can provide help.

In the explanation of the CIHB in chapter 3 I mentioned the surveying procedure and the range of information collected. From the more than eighty questions answered on the phase I form ample information is available for an evaluation of all buildings recorded. For an area which has been surveyed and for which information is complete the CIHB staff is able to analyse the architecture and review the historical data to evaluate on a local basis or to compare at the provincial or national levels.

LISTINGS

You can now begin to assemble groups of buildings, choosing some based on these evaluation methods, and possibly others based on your preservation philosophy. Before the sorting procedure becomes too complex, let me suggest some lists to arrange things in a workable sequence.

Heritage priority list (HPL)

This list establishes three levels:

- (1) Those buildings that achieve not only the highest score but are generally considered to be the most valuable in the community. Nationally significant structures would be in this category. These buildings should be preserved at all costs.
- (2) Buildings at the second level on your scoring system, which are of more local than national importance. They justify every effort being made to preserve them.
- (3) Buildings at the third level of total points, important enough to be publicized for consideration by the local planning authorities.

Two points I would add with regard to the above. In the deliberations of the Philadelphia Historical Commission A, B, and C classifications have been avoided. The commission reasons that the difficulty of preserving buildings in a low category could deprive the city of all evidence of where and how its ordinary men and women lived, leaving nothing but a lopsided picture of an upper-class environment. I think this problem can be avoided by including in each category, where it applies, a range of life styles or social levels: a cottage-to-estate span.

In the same vein a letter to the editor of the *Portsmouth Evening News*, signed 'Young Preservationist' (quoted in *Preservation* by Wayland Kennet), reads:

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Why can't this town, unlike neighbouring old Portsmouth, see that to give future generations a clear and accurate picture of the exciting, confusing drunken place that gave shelter to our Jack Tars means preserving not only a few hand-picked 'period houses' and other choice relics, but also some of the muddled, rambling old properties around which the town grew up. It is high time that someone with a little more imagination and real understanding of Gosport's 'bad old days' took a hand in its planning.

Heritage action list

This is a sublist of threatened buildings, selected from the HPL. These may call for immediate decisions and action. They should be carefully compared to other surveyed buildings to be quite sure they are worth a 'protected' designation and therefore a campaign to save them. It is possible that, after making a strict and precise analysis, it will be decided just to let some of these go.

Accessories list

This list notes the valuable or aesthetic details on every street in the survey area. It can include both old and new 'pieces' that contribute to the atmosphere or are visually pleasing. A stone wall, a cobble walk or street, old light standards, clocks, signs, benches, a patch of garden, streams or ponds, laneways, iron or wooden fences, remains of carriage steps and hitching posts, fountains, small bridges, and potential planters and flower boxes are all tiny elements that enhance the whole. Look at buildings, walls, paving with a view to assessing texture, material, and colour. Become aware of the rhythm of a line of windows, arcading, rooflines, and other repeated design elements.

These elements are relevant to subjects of highly rated value. But we have already discussed some suggestions for different values and an extended concept of preservation possible for buildings which can be used for town houses, low-income housing, and renewed commercial activity. Thus, in addition to the HPL, there should be listings of other groups and kinds of buildings suitable for practical, contemporary use. The survey information on commercial blocks, compatible groups, and potential historic areas will provide the basis for these additional conservation methods.

There is no reason why some of the buildings in the heritage list cannot be included here as well. We are now considering possible use, in addition to just retention.

The following contemporary use list indicates the broader, more practical attitude that must be taken if we wish to preserve beyond the 'museum' concept.

Contemporary use list

(1) *Commercial* Buildings in this group are those presently in use for business; those that are adaptable for business in an area re-zoned for commercial or semi-commercial use; and larger structures such as warehouses, old factories, car barns, etc, that could be adapted to a mix of stores and offices.

(2) *Institutions* These are structures suiting the requirements for schools, hospitals, technical training, senior citizen accommodation, community services, and community centres.

(3) *Public housing* These are groups of cottages, doubles, rows, duplexes, and large convertible buildings suitable for up-to-standard rehabilitation.

(4) *Town houses* As in (3), but the higher degree of rehabilitation requires tenants in the middle- to high-income brackets. These are buildings where retention of fine interior detail is an important factor.

Contemporary use area list

(1) *Streetscapes* A number of buildings that make up a compatible or related group fall into this category. The buildings are not necessarily individually good, but they form a significant whole. These can also be cross-referenced with the above classifications.

(2) *Infill blocks* These are complete or partial city blocks that have not only buildings of value but space between or behind for the addition of single or multiple units.

(3) *Building assembly* This is a rural or urban space containing the nucleus of a living village; the land is suitable for the transfer of residential buildings under threat.

In making up the HPL also keep the contemporary use list at hand and review each building from a 'use' standpoint. A building may belong on both lists, and the two can also form the nucleus for yet another conservation method, that of historic area designation. Preservation groups feel that such a designation indicates automatic protection, and city councils do not even like to hear the term

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mentioned because it conjures up visions of lawsuits and dollar bills blowing out the window.

We do not have the legislative framework in all parts of Canada to apply the protective measures that are inherent in historic area designation as it is applied in the United States, for example. Many states and cities in the United States have strong 'police-power' authority in this field, plus the funding required not only for restoration costs, but also for acquisition and compensation. 'Old Montreal' and Quebec City have such a designation, but it has not been applied elsewhere. I shall touch on this later with regard to implementation, but for the purposes of selection and listing it is sufficient to be aware of building location and scoring in an area context.

Once any or all of the above lists is complete it is useful to map the selected buildings. Starting with the three heritage lists, all the elements should be noted on a large-scale city or rural map and coded by colour or symbol to your listings. If you proceed to a contemporary use list, it should be mapped in the same way. Symbols help to indicate an overlapping interest; a heritage building may be indicated by H on your map, and possible institutional use, for example, by a symbol such as □ . A large historic building suitable for a school would then appear as H on the map. With this visual aid heritage properties should fall into a distinct area or pattern, and the overlay of possible practical uses will aid in planning. As well, the possibilities of historic area designation will come to light according to how the buildings cluster on the map. If they are scattered all over the map in an unrelated fashion, an area designation is not feasible; but if they happen to fall into a generally tight grouping where the boundaries can be clearly defined, then such a definition is possible.

The coded map is invaluable in any speaking engagements before city councils and public meetings. Pictures, displays, maps, and models bring a presentation to life, and there is no doubt that these aids make the project clearer and more interesting.

PUBLICITY

Regardless of what other kinds of lists are finally decided upon or completed, the heritage priority list must be drawn up. They buildings so designated should be publicized in every possible way. I

would suggest making up two publicity packets. The first should include the HPL and, for each building, the building name where possible, the address or location, a few important facts about the building, the reasons for including it, and a suitable covering letter.

This first packet could be sent to the following:

- 1 the local MP and MPP or MLA
- 2 the mayor
- 3 each member of city council, controllers, aldermen
- 4 the planning and urban development, engineering and property departments at city hall
- 5 building permits office
- 6 demolition permits office
- 7 provincial museum and archives
- 8 local library and museum
- 9 all newspapers, city-wide and neighbourhood
- 10 television and radio stations
- 11 other preservation societies
- 12 tourist bureau
- 13 real estate firms
- 14 contractors
- 15 local CMHC office

The media can also be informed of your preservation project through a press conference. Have no hesitation about making a big presentation of it: you have put in a lot of volunteer time and work and your project is newsworthy. Make public the various people and organizations who are being contacted and informed. If any of the houses is available for an open-house visit on this occasion, so much the better.

One more point: it is imperative that the people representing the project at any public function be well informed. To sponsor a tour or open-house without knowledgeable people on hand to answer questions is defeating the purpose of helping others to understand the project's goals. Also, it is those who are committed to preservation who can best convey their interest and enthusiasm to others.

Provide identification tags for your members, and at some time before the event get them together for a thorough briefing. They

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should be familiar with the aims of the group, the priority list, the justification for preserving each building on the list, and any ideas for their contemporary use. At an open-house they should know the history of the house, the reasons for its preservation, and the future plans or requirements for it.

The second publicity mailing, which should include the HPL with a covering letter explaining the project and asking for support, should be sent to:

- 1 men's societies: Kiwanis, Shriners, Masons, Lions, Legion Branch, chamber of commerce or board of trade, merchants' associations, professional societies
- 2 women's clubs: university and professional women, Junior League, affiliates of fraternal groups, IODE, garden clubs
- 3 universities and technical schools: heads of departments of fine arts, history, architecture, planning, geography
- 4 high schools: departments of art, history, urban geography, and social studies
- 5 art schools
- 6 neighbourhood or ratepayers' associations
- 7 church groups
- 8 bank managers
- 9 mortgage companies

Indicate to these people that you would be pleased to arrange a meeting or presentation where you could explain your purpose in more detail. A slide show with a good explanatory script should be developed to be ready for this follow-up. Use maps and any other displays on these occasions as well. It may prove necessary to have two or three sets of slides prepared and several members trained and available to make such presentations. Do not discourage possible support by too much delay in responding to a group's request for more information.

The evaluation and final selection of buildings are next-to-useless operations without publicity. Survey forms, research, architectural assessments, scoring systems, and final lists, no matter how well done, how accurate, how well organized and carefully referenced, will not save a single building if they are filed away in boxes. The whole community must be made aware of the project, its concerns and its goals. The conservation and protection of a valued building means some form of acquisition by someone who shares your

appreciation and who has the imagination and the necessary capital to put the building to good use. To bring such people forward, to inform new residents, and to enlighten the unaware are some of the purposes of a publicity and information service.

Acquiring properties: some means and methods

The quickest way for an organization to gain political influence is to show its power on the street by buying and restoring, selling and renting property. (Arthur P. Ziegler, Jr, *Historic Preservation in Inner City Areas*)

Acquisition is defined as 'attaining, procuring, securing; to gain by any means.' In applying the term to heritage preservation or general conservation I would define the acquisition of buildings as procuring, holding, or protecting by any possible method; making secure by any means; delaying or halting demolition in order to conserve. The words 'acquire' and 'acquisition' are frequently used throughout this chapter, always with this broader, more comprehensive definition.

This does not mean that an association concerned with preserving buildings must necessarily procure or hold all buildings of value; rather that it is a guiding force, assuring that all possible means and methods for conservation are studied, explored, and implemented.

There are possibilities for protection other than the outright purchase of a structure. Many are tentative, short-term solutions which provide only pseudo-control. These can be useful to delay destruction, to find a buyer or new tenants, or to develop broader ideas for use and future area development. I suggest that each method of control be applied to the building or buildings under consideration, starting with proposals that constitute minimum influence on the fate of a building and working up to ownership and use as constituting ideal and complete control. Where a choice is possible, the costs, responsibilities, and benefits of each method can be compared and evaluated.

MEANS OF ACQUISITION

Manage

- 1 Responsibility: caretaker, rental agent, superintendent (agreement or contract should be specific).
- 2 Costs: none; owner pays utilities and maintenance costs.
- 3 Term: indefinite, as per contract.
- 4 Benefit: holding method only; in return for responsibility, possible influence on use.
- 5 Control: practically none; owner retains all rights.
- 6 Examples: buildings in estate disposal; city-owned property.

Maintain

- 1 Responsibility: caretaker, superintendent, rental agent, upkeep.
- 2 Costs: utilities, repairs, decorating, care of grounds.
- 3 Term: as per agreement with owner.
- 4 Benefit: holding method; possible influence on use or renovation plans.
- 5 Control: as in 'Manage.'
- 6 Examples: surplus buildings, municipal or provincial buildings, buildings in 'holding' stage for future development.

(Many small museums across the country are established in buildings owned by the municipality. The society may have a management or maintenance agreement in exchange for the use of the building.)

Lease or rent

- 1 Responsibility: that of normal tenant as per rental agreement; as rental agent where possible.
- 2 Costs: agreed monthly payment, upkeep as specified in lease.
- 3 Term: as per terms of lease.
- 4 Benefit: holding method establishing viable and continuing use.
- 5 Control: relatively little; some if building is threatened before expiry of lease.
- 6 Examples: any buildings, residential or commercial; any that have been for sale or standing vacant for an extended period.

Option to purchase

- 1 Responsibility: none until option is exercised except registration of agreement.
- 2 Costs: amount agreed upon by both parties to seal agreement.
- 3 Term: can be up to several years, again depending on agreement.

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- 4 Benefit: property cannot be sold to any other buyer; price is established and will not fluctuate with market.
- 5 Control: owner cannot alter, demolish, or divide without approval of buyer.
- 6 Examples: any property (building or land).

Co-operative purchase

- 1 Responsibility: as may be established in partnership terms.
- 2 Costs: purchase price, maintenance, and upkeep costs (divided by number of investors equals individual cost).
- 3 Term: indefinite.
- 4 Benefit: preservation of building, shared responsibility.
- 5 Control: complete.
- 6 Examples: any property.

Co-operative purchase may be arranged among a group of interested individuals, between a society and the municipality, between a society and a provincial housing group, between a society and departments of welfare, education, or health; or other possible combinations.

Purchase

- 1 Responsibility: complete,
- 2 Costs: down payment, mortgage, and interest, taxes, maintenance, renovation.
- 3 Term: indefinite.
- 4 Benefit: preservation of building.
- 5 Control: complete.
- 6 Examples: any property.

A note of caution: there is the possibility of gaining the kind of control we have discussed through the gift or donation of a building or a house and property. This is not necessarily a windfall. First of all, the property may be of sentimental value to a family but have little or no architectural or historic significance. A property that must be maintained and repaired may amount to a large financial drain on a group's resources that it can ill afford. The terms of the gift may restrict sale or rental or subdivision of extensive property. In some cases it will be known ahead of time that eventually such a gift will be offered; if it is at all possible to influence the terms, enlist the assistance of a lawyer to review the agreement and to make sure the gift is not encumbered by extensive costs and restricting

covenants. Even in the case of a truly valuable building remember the maintenance and upkeep. A large preservation society in the United States has been forced to turn down such donations unless they are accompanied by an endowment large enough to cover expenses for many years to come.

Ownership encompassing complete control is obviously the ideal conservation method. In some situations the problem of financing can be overcome; in others it is the biggest handicap of all. Various aspects of economics will be considered in chapter 9. Meanwhile I would like to consider some other means of control and ideas for purchase that can lead to the retention and conservation of buildings without an impossible financial commitment or a long drawn-out battle with an unappreciative, unco-operative local government or developer.

Watchdog responsibility

I have noted in chapter 4 some ideas for drawing attention to lists of significant buildings. Many of these can assist in establishing what may be termed 'watchdog' responsibility. The aim is to be constantly aware of any changes relating to the listed properties (i.e., alterations, additions, and particularly changes in ownership). Any indication of the buying and assembling of surrounding properties, subdividing of land, and zoning changes are danger signs, and the more people who are aware of the lists of significant buildings, the more 'watchdogs' there are to be concerned about their fate.

Where a building of value is known to only a few people it happens over and over again that it is sold, a new plan for the property approved, demolition and building permits issued, but the first the public knows of these activities is the arrival on the site of the demolition crews. The few who cherish the building instigate a protest, but it is much too late. Even if the developer were willing to sell, the price has gone up. He has put a good deal of money into plans and drawings, and every day the demolition crew is delayed is a major expense to him. It is before any of this activity occurs that those desiring to preserve the building must be active, prepared to offer alternative suggestions backed by community concern and support.

A system to halt demolition as a means of preservation has to stem from the 'watchdog' responsibility. As soon as a preservation group is aware of any threat, it must be prepared to act. If the building is

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worth a battle, it will be on the Heritage Preservation List which should now be in the hands of certain government departments, businesses, and individuals. These are useful steps to take:

(1) Contact all organizations again to let them know of the imminent loss of a valued building.

(2) If community support, financial advice or assistance, alternative suggestions for use, and publicity are needed, now is the time to ask for them, from all of the sources contacted in (1).

(3) When informing the media arrange for as much continuing coverage as possible.

(4) Prepare a plan for alternative uses of the building; include drawings, costs, and estimated financial return.

(5) Obtain, if possible, plans and drawings (or even a rough outline) of the proposed development. A site plan may have been submitted to city hall by this time.

(6) From these plans, depending on the type of project and referring to similar local developments, estimate the number of new tenants and school children; the increased tenant, customer, delivery, and truck traffic, its effect on neighbouring streets and intersections.

(7) Plan a presentation to the developer offering practical alternatives, compromise suggestions, or other possible sites. Just being 'against,' critical, is easy; to be positive, intelligent, and helpful is considerably harder, but offers a greater chance for success and cooperation.

(8) Keep all preservation activities before the public, even to the extent of monotonous repetition, in order to ensure community-wide knowledge. Set up public meetings in the relevant community. In addition to stressing the loss of a valuable building, inform people what is to replace it, how it will affect them, what it implies for the future. Note how it could influence taxes because of additional public utilities; social and educational demands; recreational facilities and parks in the immediate area; increased traffic; danger to adjacent buildings during construction; necessity for street and sidewalk repairs damaged by construction-equipment traffic. Check through the city directory for the area in question to determine what kinds of people live there in order to assess which of the above will most effectively influence the community to support the case. For example, families with young children are concerned with safe streets, minimum traffic, uncrowded schools, and a stable neighbourhood; pensioners and retired people are worried about rising taxes,

noise, and upheaval; low-income residents and working people are also worried about increased taxes and neighbourhood decay, resulting in a declining return on their hard-earned property investment.

To elaborate on point (7), keep in mind that a developer has to continue to live and do business in the community; that bad publicity and hostile public opinion are not business assets. A corporation or group of investors is frequently even more sensitive to 'bad press' and has been known to react to community pressure and opinions. I refer you to *Marlborough Marathon* by J.L. Granatstein, where the community experience with Canadian Pacific bears this out.

If developers for a foreign-owned company are being confronted, there may be an even stronger argument. Often these are companies which have come to this country to take advantage of Canadian resources, open lands, or tax and development benefits. For several reasons they have experienced community resentment and unfavourable national press coverage over the last few years. If the foreign headquarters or even the Canadian head office were informed that the company's proposed development or expansion will lead to the destruction of an element of Canada's heritage, in strong opposition to the community's wishes, there is a possibility that the company may reconsider.

On the other hand, if a developer can be persuaded to save the building, either by adapting his requirements for it or by incorporating it into a larger concept, he gains not only credit for imagination and co-operation, but added prestige as the owner of a significant heritage building. Suddenly he has taste, judgment, artistic sensitivity, and a consideration for the community instead of just the single-minded desire to make as much money as possible.

It is difficult to provide further general advice on this subject. Each group concerned with preservation has to proceed and react as the situation dictates. But I cannot overemphasize the need for public awareness, publicity, information, and the presentation of the whole picture, including future effects. Support from an ever-increasing number of voters and taxpayers is the single most effective lever for political pressure. The education of politicians coupled with this pressure from voters has proven to be the preservationist's *raison d'être*.

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WHAT TO ACQUIRE

The first and major element in decisions regarding acquisition will have been accomplished in the procedure for evaluation. The second part is based on very important practical considerations that must also be taken into account: the ability, based on human and financial resources, to accomplish retention and preservation by any carefully calculated and reasonable means. A society or neighbourhood organization is not going to be able to control the fate of every listed building and may have to be prepared to say, 'We can't save everything.'

The question of 'how do we know what to save' may then arise. The examples that follow, and the questions noted, will help to assess this. Later the specific checklists provide positive and negative facts to be taken into account in arriving at a realistic decision on what to save.

If, for example, the evaluation and subsequent scoring have turned up large old commercial buildings or several semi-estates, consider what future commitment might be involved by answering these questions.

- 1 Are they at present 'safely' owned by someone who is aware of their significance or for some other reason will not alter or demolish?
- 2 If this is doubtful, who does own them? What is his conservation attitude? Is he 'approachable'?
- 3 If a threat arises, what action would you be able to take? (E.g., purchase, option, rent, manage, protective covenants in new deed.)
- 4 Is there an economically feasible use for them?
- 5 Have you sought out individuals or businesses who might conserve and use them?
- 6 Have you reviewed all possibilities for use as suggested on the contemporary use list?
- 7 If you have control of some type, have you the professional resources to handle rehabilitation? administration?

These questions should be applied to any and all structures, but the two large building types mentioned above are frequently the most difficult to cope with.

What I wish to emphasize at this stage is the consideration of what is possible, what is practical, what is a realistic goal, and where the

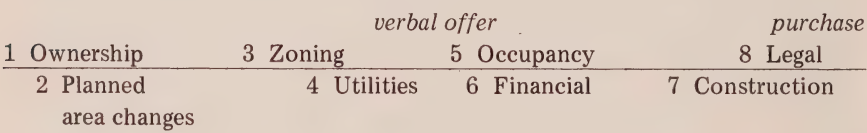
line must be drawn beyond which a conservation task is impossible. This is not to say that the lists of selected buildings should in any way be amended or changed. They must remain as selected, not only for their publicity and educational value, but for the psychological influence they may impart. What has been accomplished thus far is both fundamental and comprehensive. It is a matter of selecting from the lists those buildings or projects that a group is realistically capable of preserving and maintaining. Conservation beyond the group's own means must be left to others.

Whether the acquisition of a building is for personal use, rehabilitation for sale or rent, commercial development, or general public use, the checklists below can be applied.

A number of decisions based on estimates of value, time, costs, total investment, rewards, and financial return should be made prior to the purchase of an older building. My purpose here is not to attempt to make these decisions for you, but to help you to be aware of as many elements as possible so that you may make a more realistic practical final decision. The checklists include (1) a series of action steps to take before a decision to buy is made, and (2) a group of more specific 'for and against' considerations that can be added up to give a positive or negative overview.

Sources of information are listed with each action step, plus additional references after the specific checklist.

PRIOR TO PURCHASE CHECKLIST



This diagram simply indicates the sequence of actions; each step is explained in the following way.

- (1) Ownership: Check with the County Registry of Deeds Office. Explain that your group is interested in a piece of property and they will assist you. You can obtain the following information from them (it is public knowledge):
- Who owns the property, how long has he owned it, and what did he pay for it? This should help assess what a fair offering price is.

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Who owns property in the surrounding area and what have recent sale prices been? The recent sale prices will give more information about current market prices. The ownerships will tell whether the area is changing, whether there are a number of absentee landlords, and whether developers are buying into the area.

(2) **Planned area changes:** Check with your local or regional planning agency and highway department. They can tell you if any major changes are planned for the area where you are thinking of buying. This will save you discovering that a new highway is going through your backyard in the next two years after you have bought.

(3) **Zoning:** Check your local zoning, through the Planning Office. In rural areas, check with the Town Clerk. You will want to know if the area zoning is such that you are safe from a neighbour putting up a hotel next door — you may want to put up a hotel yourself. If your planned property usage is in violation of the current zoning regulations, ask the Planning Office for advice on the probability of obtaining a zoning variance.

(4) **Utilities:** In urban areas the servicing in old buildings often requires upgrading or replacing. In rural areas many old buildings are not serviced with water, hydro, sewers, or telephone. Check with each utility company separately to find out.

- What are the requirements (replacements, additions)?
- Will they provide you with service?
- When will they do it?
- What will it cost you?
- Will they come right to your building in rural areas?

(5) **Occupancy:** You may have to obtain an occupancy permit for building usage involving human habitation, depending on present use. Check with the municipal building code or health office (Town Clerk in rural areas) to see if there are any special requirements you will have to meet.

(6) **Financial:** Buying an old building may involve the expenditure of a large amount of money in addition to the purchase price. Availability of money — loans, mortgages, package deals in purchase and construction — varies widely depending on geographic location and bank lending rates. The best sources of information are your local CMHC office regarding the availability and regulations for:

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- veterans mortgages;
- CMHC guaranteed mortgages;
- home improvement loans.

If you are purchasing rural property and plan to be doing some form of farm activity, check with your local agriculture office for available assistance.

(7) Construction: Should you decide to buy property, your major expenses after purchase will depend on building type, building condition, and what you want to do with it.

Checklists for both construction steps and possible costs are included in future chapters and can be an invaluable source of information to run through prior to purchase. Not only will you want to add up the costs, but the time involved can also be important. Professional advice on building condition can be important prior to purchase. In terms of the total amount of money your group is thinking of spending, the services of a consulting professional are well worth the slight additional expense. Most architects and consulting engineers are qualified, and would be available for a half-day or so, to help you assess building condition and whether what you want to do with the building is practical and possible. Quite often a local contractor will be in a position to give you a construction estimate free of charge.

If you can take the time to prepare a set of drawings for what you want to do (or have someone do them for you), they can be helpful in estimating costs and timings and can also help with your financial negotiations. A well-planned package — drawings, estimates, professional comments — will elicit a more favourable consideration from potential lenders.

(8) Legal: Before you make any offer to buy, consult a lawyer. Your verbal offer should be of the form: 'We are prepared to make an offer of \$ _____ and our lawyer will contact you.' There are numerous legal complexities in buying property which require professional assistance. A title search is always necessary and your lawyer can do this for you. Further, if there are any conditions on your offer to buy — such as subject to obtaining financing, zoning variance, occupancy permit, or servicing of utilities — he can make these a part of your legal offer. A lawyer's fees are easily justified in probable savings.

Specific checklist

The following chart lists the positive and negative facts to be considered with regard to building acquisition. Check-marks in the appropriate column can be totalled and compared. Beyond the historical and architectural assessment, a solid 'save' or 'don't save'

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decision should be based on these very essential considerations. Some elements may not apply either to the building being considered or to its use. Ignore these sections in making evaluations and arriving at totals.

LOCATION

	+	—	
<i>Zoning</i>			
No change required (suitable for planned use)	_____	_____	Will require a variance (for planned use)
Area is protected by current codes	_____	_____	Currently not protected; unsympathetic code changes planned
<i>Access and transport</i>			
Short, easy distance	_____	_____	Long travel time
Available to mass transit	_____	_____	Requires private transport
Availability of parking	_____	_____	No parking currently
Year-round accessibility	_____	_____	Hard to get at in winter/wet seasons
Close to shops, stores, and schools	_____	_____	Requires delivery or travel to shopping
<i>Location</i>			
Surrounding area provides required amenities	_____	_____	Area undeveloped or run-down
Social requirements met by surroundings	_____	_____	Social requirements not met by surroundings
High prestige area	_____	_____	Area needs work
Land costs beginning to increase	_____	_____	Land costs already high
Active regional/municipal government	_____	_____	No local government activity to speak of
<i>Siting</i>			
Building site high and dry	_____	_____	Basement wet or flooded in spring
Building site well-drained for wet seasons	_____	_____	Land generally low-lying and swampy
Property surveyed and well marked	_____	_____	Description of land with no survey

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	+	—	
Property boundaries fenced or protected with vegetation	_____	_____	No clear definition of property boundaries
Building site has good view and sun	_____	_____	Surroundings (buildings or vegetation) block view and/or sun
Building site protected from snow, storms, and drifting snow	_____	_____	No protection from storms or drifting snow
Site and area free from noise, odours, etc	_____	_____	Unpleasant sounds, smells, etc, prevalent or in vicinity
Building in compatible group	_____	_____	Building surrounded by non-compatible structures
<i>Building type</i>			
Previous usage conforms to new use	_____	_____	New use will require a new occupancy permit
Building size, shape, and room arrangements are satisfactory	_____	_____	Building will require extensive modifications for use
Wood-frame building — easy to modify	_____	_____	Stone or masonry building — any alterations expensive
Stone or masonry building reduces fire-insurance rates	_____	_____	Wood-frame building means higher fire-insurance rates
Masonry building safe for public occupancy	_____	_____	Wood-frame building may be illegal for public occupancy
Building designed for usage and loads as planned	_____	_____	New usage will require additional supports for heavier loads
Old building that can be restored and renovated without concern for historic significance	_____	_____	Historic building that will require consultation and design conditions for authenticity

BUILDING CONDITION

Foundations

Foundation walls in good condition	_____	_____	No foundations and will require work
------------------------------------	-------	-------	--------------------------------------

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	+	—	
Foundation or basement walls level along top	_____	_____	Foundation walls uneven, evidence of uneven settlement, or frost heaving
Foundation walls plumb, straight, and true	_____	_____	Walls bowed or curved, evidence of lack of drainage and pressure build-up
Walls and floor dry	_____	_____	Walls and floor damp, evidence of lack of drainage
Basement floor; concrete, good condition	_____	_____	Floor dirt or stone
Sump and sump-pump in basement	_____	_____	Basement undrained
<i>Structure</i>			
Exterior walls straight and vertical	_____	_____	Exterior walls bowed — structural problems or tilted, probably uneven foundation, settlement, or collapse
Roof line straight and horizontal	_____	_____	Roof ridge sagging — probably under-structured and sagging from snow load
Floors level, even	_____	_____	Floors not level — probable foundation settlement, structural failure, or heaving; too limber — under-structured or partial structural failure
Doors and windows work easily and are square and true (horizontal and vertical)	_____	_____	Doors and windows out-of-square and poor fitting; probable foundation settlement and/or structural failure
<i>Exterior</i>			
Roof weather-tight	_____	_____	Roof leaking; evidenced by water stains on interior walls and ceilings
Roof condition even and good	_____	_____	Roofing peeling, flaking, rusting, or missing shingles or tiles

100 WITHOUT OUR PAST?

	+	—	
Masonry tight, hard-sur- faced in good condition, and recently sealed	_____	_____	Masonry loose, spauling, and/or requiring mortaring and sealing
Wood exterior tight, free from holes, splits, or gaps	_____	_____	Wood siding checking, loose, or falling off
Wood recently painted or stained	_____	_____	Wood requires filling and painting or preservative
Windows and doors tight fitting for good weatherseal	_____	_____	Windows and doors poor fitting, drafty, require work
Equipped with screens and storm windows and doors	_____	_____	Requires screens and storm windows and doors

SERVICING

Generally speaking, servicing more than 20 years old will require some work; any servicing more than 25 to 30 years old will probably have to be replaced.

Plumbing

Copper or plastic supply pipe — probably okay	_____	_____	Cast-iron supply pipe — may be rusty or clogged
Cast-iron or plastic waste pipe — okay	_____	_____	Lead waste pipe — may need replacing

Wiring

100 Amp service panel (residential)	_____	_____	Less than 100 Amp service — will need upgrading
Sheathed conduct	_____	_____	Bare or insulated wires separate — will need replacing

Heating

Gas- or oil-fired furnace	_____	_____	Converted coal furnace will require work or replacement
Forced hot-air — okay	_____	_____	Connection hot-air will require addition of fan
Hot water heating with copper pipes — okay	_____	_____	Hot water heating with iron pipes — may need work of relocation of radiators
		_____	Steam heating — noisy and dangerous — should be converted to hot water

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	+	—	
Air-conditioned	_____	_____	Public usage may require addition of air-conditioning
<i>Interior</i>			
Interior walls in proper location	_____	_____	Requires removal and/or addition of interior walls
Wall and ceiling surfaces in good condition	_____	_____	Plaster walls and ceilings cracking — will need patching and/or replacement
		_____	Wood walls/ceilings need refinishing
Floors — hardwood in good condition	_____	_____	Floors — softwood — need sanding and/or replacement
Stairs located properly and in sufficient number	_____	_____	Will require relocation and /or addition or new stairs
Sufficient closet, cupboard, and storage space	_____	_____	Needs additional storage space built-in
Trim in good condition	_____	_____	Trim missing or broken and requires replacement
TOTAL (+)	_____	_____	TOTAL (—)

Additional information sources for subjects within the checklist include contractors and building material suppliers, architectural schools, technical colleges, branch offices of CMHC, and the CMHC information service in Ottawa. For a broader knowledge of legal terminology I recommend *A Summary of Canadian Commercial Law* by William H. and Justice H.D. Anger.

With reference to the points under ‘LOCATION’ (i.e., ‘Zoning’ through ‘Siting’), one other aspect must be considered. Under the policy of federal and some provincial historic sites departments, a building moved from its original site will not be considered for historic designation; but in the local situation, if a building can be saved by moving it, does this decrease its historic value? This decision will have to be made early in the planning stages. Here again, balance values and principles against available resources.

In the case of threatened buildings, if one or two of value on their original site are going to be destroyed in a losing battle with development, can they be saved by moving them to a new location in a compatible environment? A developer may even be willing to

donate some of his costs of demolition to assist in the removal expenses. (This actually happened recently in Ontario where a developer offered \$15,000 for the removal of a 150-year-old mansion; the owners had refused to leave, and the sum offered was probably minor compared to his daily 'delay' expenses.)

It might be of value to ask a wrecking company for estimated costs of demolition for several different kinds and sizes of buildings to have the information at hand if the need arises. Moving costs, on the other hand, are difficult to estimate except for a specific building and destination. The major costs of removal are the arrangements necessary for disconnecting or moving overhead wires, depending on possible routes and building height.

HOW TO ACQUIRE

Revolving funds

I have made reference to seed-funding, a method of acquisition I strongly favour for several reasons. One or two such funds are relevant here and the others are discussed in chapter 9.

Seed-funding is basically an acquired sum of money used over and over to build up the inventory of preserved buildings. An initial purchase is made; the building is restored or rehabilitated, and then either rented or sold with restrictive covenants (legally stronger in the United States than in Canada); and the money is then used for the next purchase. The most effective use of revolving funds has been demonstrated by the Historic Charleston Foundation and the Historic Savannah Foundation. In Charleston the foundation purchases a property, restores the façade, and then offers the building for sale. The Foundation is therefore able to control restoration visible from the street, improve neighbourhood appearance, and prohibit changes through restrictive covenants. The Savannah Foundation establishes a specific district, acquires some property therein, and then promotes and publicizes the area to encourage buyers who wish to do their own restoration. Guidelines and restrictions for restoration are established, and deed covenants, transferred with future sales of the structure, prohibit changing the façade for 99 years. This control is backed by a local preservation ordinance.

Various adaptations of the seed- or revolving-fund principle are being used by the Pittsburgh History and Landmarks Foundation; the Action Housing Development Fund of Pittsburgh; Bolton Hill,

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Inc, in Washington, DC; and the Frontenac Historic Foundation in Kingston, Ontario. These organizations are more than willing to provide information and answer enquiries.

Public buildings — federal

To acquire what are generally classed as public buildings, various procedures are followed, depending on who has jurisdiction of a building at the time of its disposal. When buildings owned by the federal government are declared surplus, they are offered first to other departments in the government by the Department of Public Works (DPW). If there is no response, the buildings are then offered for sale to provincial or municipal governments, and then to the general public through newspaper advertisements. For further information I would refer you to the Property Services Branch, Property Disposal Section, in regional offices of DPW in Halifax, Montreal, Ottawa, Toronto, Edmonton, and Vancouver listed in the telephone directory.

Public buildings — provincial

Provincially owned buildings are the responsibility of the Department of Public Works in most provinces (Department of Supply and Services in New Brunswick; Department of Government Services in Saskatchewan). Generally they are disposed of by public tender or public auction after contact with the municipality. In some cases surplus buildings are leased to a city or town for a nominal fee or the municipality is given first refusal in the case of purchase. Public sale is based on fair market value, established by a local assessment, and the highest bid is generally accepted if it is within 20 per cent of assessed value. There are variations from one province to another, as differing assessment procedures and land values will affect disposal methods.

Municipal acquisition

In addition to private efforts towards conservation and control, there is some conservation activity at the municipal level, and there are new ideas coming forward from private enterprise and citizens' groups. The number of municipal governments in Canada which give more than lip service to preservation is very small. However there are some methods of control at this level of government.

Many small towns, rather than destroy a vacant building that may have some use in the future, purchase or otherwise acquire it and

rent it to an individual or a society for meetings or social activities. In many cases the purchase price has been an excellent investment, and if the building is acquired without cost, demolition costs would only be an added expense. A community's requirements for new or added space to house clinics, recreation and drop-in centres, hostels, libraries, and municipal offices should first be assessed in the light of available buildings. The approach should be: 'Can we utilize something we have?' rather than, 'How much can we spend on a new building?'

A farsighted city planner in Victoria, BC, saw the potential value of the Bastion Square area. Mr Roderick Clack, now with the National Capital Commission, persuaded the city to purchase the first building. Having sold it (under restrictive covenants), the city was then able to purchase other buildings as they became available to ensure the conservation of the area. The city has realized enormous benefits from that initial investment. Thus retention of a 'key' building can often save an entire area, as it can also be a 'key' property in a major development.

Montreal has several preservation-oriented projects under way. Old Montreal is preserved as an historic area, but other projects have a more practical application. Le Petit Bourgogne (the Little Burgundy project) retains early row housing complemented with practical, well-designed replacement or infill buildings. It is a mix of low- to moderate-income accommodation which renews an entire area within a few blocks of the downtown core. The city either purchases the buildings or provides loans and assistance to people who wish to stay and rehabilitate their own homes.

By 1974 other events were beginning to influence the conservationists' cause. The tremendous pressures in many cities for more housing, enlarged industrial facilities, additional office space, and expanding commercial areas have finally created a reaction from municipal governments. They are saying, in effect, 'Stop! Things are happening too fast! The city is getting out of hand; unmanageable; financially over-burdened.' A commentator on city growth recently talked of 'cities growing so fast, they squeeze their inhabitants into psychological corners.'

Two slow-down devices are therefore being applied more and more frequently as this pressure increases. Municipal governments are using a freeze on development in threatened neighbourhoods. This has the effect of staying demolition for a short term, because the freeze is

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Bastion Square, Victoria, BC: before redevelopment, and after
(Courtesy Roderick Clack)



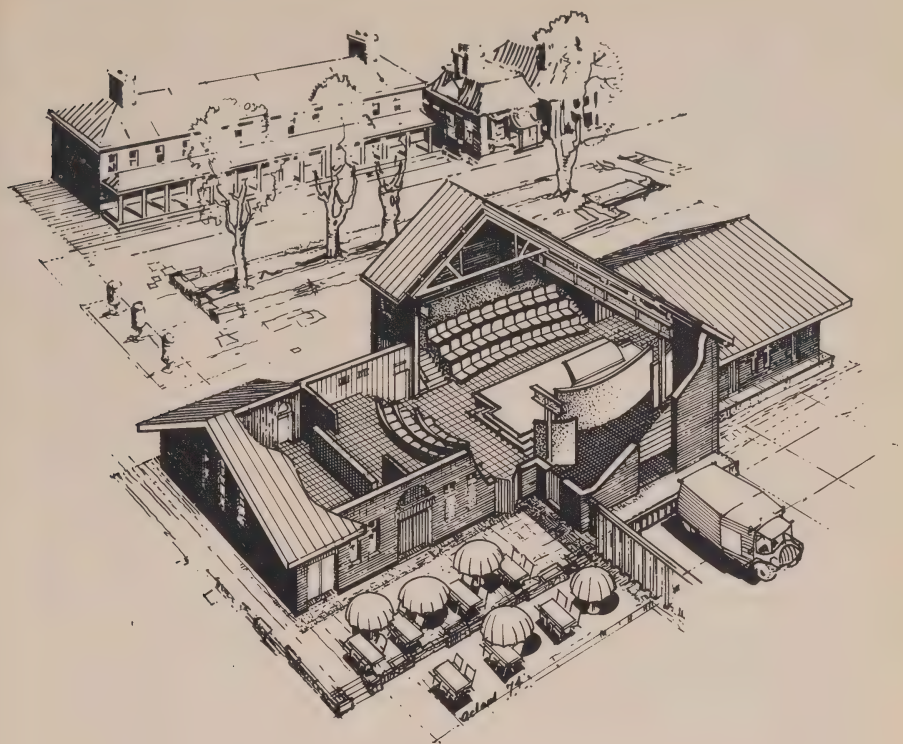
A railroad station in Peterborough, Ontario: ideal for recycling, but now demolished (Courtesy E. Ross)

The sketch on the opposite page shows one idea for re-use — as a theatre. (Courtesy the late Professor James Acland)

applied while a community study or municipal assessment is under way or a new area plan is being developed. All demolition and building permits are turned down or at least delayed for the freeze period.

The other method, height restrictions, has been applied recently in many Canadian cities. Unlike the freeze, these restrictions seldom have a time limit and may be imposed for an indefinite period. They discourage conventional tower development because, after the costs of property purchase and demolition on expensive inner city land, a builder who cannot build to previous maximum heights will not be able to gain maximum return. Restrictions such as these should have the effect eventually of bringing land costs down and reducing the tremendous demands on public transport, parking facilities, and municipal services created by massive office and residential complexes.

Both methods may provide the time needed by conservationists to raise funds or to solicit support for the preservation of important buildings. And both methods may finally prod planners, architects, and developers into rethinking height as the only way to accommodate high density; into reconsidering new development as a justification for the destruction of anything; finally into saying 'city



growth must be restricted.' There are new ideas, ideas that do away with the need for massive land clearing, large-scale demolition, and unfeeling neighborhood destruction.

Miscellaneous acquisitions

Railroads

Railroad stations are sometimes declared surplus and sold after assessment and by tender either at fair market value or to the highest bidder. In most cases only the building is sold because the railroad retains the land and the purchaser must remove the station or building to his own land.

The Canadian National disposes of buildings and rolling stock through its department of Purchase and Stores, PO Box 8100, Montreal, Quebec. For information on Canadian Pacific buildings,

write to the Purchasing Department, Windsor Street Station, Montreal, Quebec.

The Railway Relocation and Crossing Act was passed on 1 June 1974. This Act is jointly administered by the Ministry of State for Urban Affairs, the Ministry of Transport, and the Canadian Transport Commission. Part I provides for:

- a. financial assistance to municipalities or provinces of up to 50 per cent of the cost of preparing urban development plans and transportation plans;
- b. grants of up to 50 percent of the net costs of railway relocation;
- c. orders to relocate railway facilities and reroute traffic;
- d. the acquisition of vacated railway lands by the federal government if necessary.

For our interests railway relocation will no doubt cause some railroad buildings to be declared surplus or redundant. It will also release some lands for other urban uses and development.

A small pamphlet, *Opening the Way to Urban Improvements*, is available from the Canadian Transport Commission (Congill Building, 275 Slater Street, Ottawa, Ontario K1A 0N9) as well as additional information.

Schools and churches

School buildings, most frequently in rural areas, are on the market more and more as educational facilities become centralized. Decisions in this case lie with the local school board, be it the county, city, parish, or district board of education. Schools are either advertised and sold by tender (sometimes by open bidding), or in some cases an applicant's name can be put on a list of interested buyers when a school is known to be approaching the superfluous stage. Unless the land was given or otherwise acquired with restrictive covenants regarding resale, it is sold with the building. Since disposal methods vary, even from one board to the next, enquiries should be made locally.

Churches, again primarily rural, can be purchased when the diocesan board or other governing body declares them redundant or beyond financial support. They are deconsecrated in a special service

and then considered as any other building for sale. Although frequently advertised, the method of disposal can vary from denomination to denomination, and it is wise for the interested buyer to make a direct enquiry and have his name listed, if possible.

Many churches and schools have been converted to attractive residential use. The interior space is generous and relatively free of walls or partitions. High ceilings allow for partial platform sleeping areas or lofts, with enough space left for an open, nearly two-storey living and dining area. Even in the country these buildings were generally built on main roads, and they are therefore well located and accessible year round.

Other public properties

Enquiries regarding other public or service buildings that may become available should be directed to the department responsible. If there is some doubt or vagueness about responsibility, the city registry office can provide information regarding ownership and jurisdiction.

There have been a few instances where public buildings have been acquired for the proverbial \$1. These cases are rare, but a municipal body or a non-profit organization may be able to promote such a transaction. Such an acquisition has proved in some cases to be less than advantageous, because, although the building was available for \$1, an expenditure of many thousands was required to make the structure usable.

Review the Prior to Purchase checklist in this chapter before accepting such a gift.

Commercial use of buildings

As so many once purely residential streets have been rezoned for commercial use, another method of saving a building or preserving a streetscape becomes apparent. Large older homes provide spacious quarters for small offices, specialty shops, or neighbourhood services.

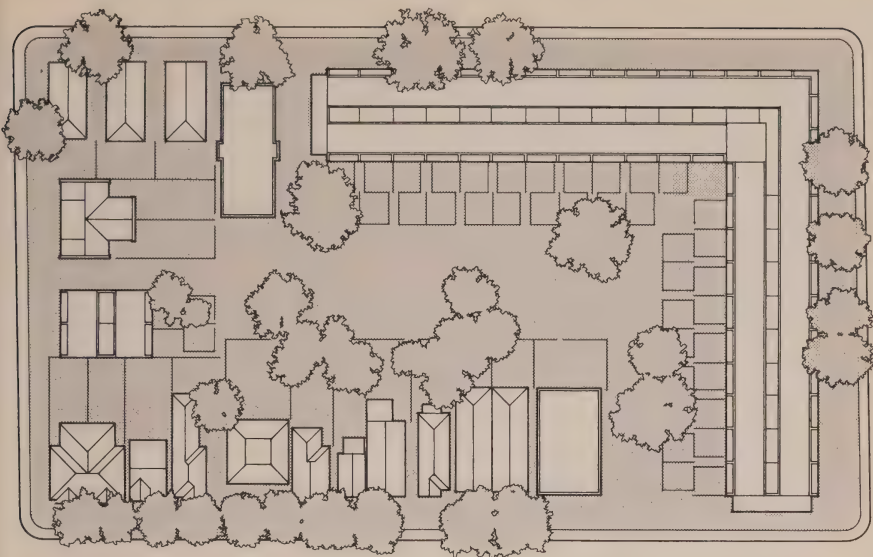
Historic or heritage buildings are more and more in demand for certain businesses. They are frequently at a 'good address,' provide spacious offices, and even imply a certain stability and long-standing reputation on the part of the firm which establishes itself there. It is also a good public relations effort on the firm's part in that its preservation efforts cannot help but appeal to historically minded elements of the general public. The Norwich Union Insurance



The offices of the Norwich Union Life Insurance Society in London, Ontario
(Courtesy Norwich Union Life Insurance Society)

Company has begun to relocate its major offices in heritage buildings in several cities in Canada. Its first restoration for this purpose was in London, Ontario, and the company feels that the publicity and nationwide interest created by this approach have provided it with several thousand dollars worth of free advertising.

It is worthwhile for a preservation group to contact those real estate companies that specialize in commercial rentals and development. If buildings that deserve to be protected are also suitable for certain commercial purposes, it is possible that a firm that is relocating, expanding, or changing from lessees to owners would be more interested in establishing itself in a building with an unusual atmosphere, interesting architecture, and frequently a convenient address rather than building a new one or paying high rent in a new commercial building. This type of accommodation, because of its lower overhead, is also ideal for newly established businesses.



A plan for a residential block with a compatible mixture of old and new (Courtesy Diamond & Myers, Architects and Planners, A.J. Diamond, partner in charge)

Consider another approach. Does your town or neighbourhood lack certain services or specialty shops? Would a branch of a national trust company, travel agency, insurance company, business college, men's or women's apparel store, toy store, stationers, caterer, or bookstore be a successful addition to your community? If you can see a real need for any of a thousand and one possible enterprises, some may be encouraged to establish branches in your community. Look in the Yellow Pages of any large city directory for a full range of businesses, some of which provide services needed in your area and which may possibly utilize valuable buildings as well.

Information directed to the head offices of a particular firm should include a résumé of the community's needs and present facilities, population figures, municipal government and board of trade references, and, most important for our concerns, pictures and descriptions of several possible buildings that would be suitable for the firm's offices or type of business.

Private enterprise acquisition

Jack Diamond and Barton Myers headed an architectural firm in Toronto that produced more innovations in housing and commercial



Commercial Buildings of the Gastown area in Vancouver: 'before'
(Courtesy John Fulker)

development over the last few years than we have seen in a very long time. Featured on a CTV telecast ('The Human Journey,' 5 March 1972) were their plans for high-density development in urban residential areas: high-density, not high-rise. Their first principle is to take a high-rise structure and lay it on its side, so to speak; as many people can thus be accommodated in a low-rise structure as in a high-rise development. The taller a building, the more space is required around it; the low-rise structure uses up that same space to bring the building to a more human scale, making better use of the land, and maintaining compatibility with the environment.

This same principle can be applied to a block of older houses. Using a practical assessment procedure, Diamond and Myers evaluated dwellings for space, condition, and rehabilitation costs. By dividing structurally sound houses into two to four units and replacing some buildings with town-house style units, the density of an area can be increased to most current zoning levels. Residential



Gastown after redevelopment (Courtesy John Fulker)

blocks with deep gardens, garages, and laneways are redesigned, and a portion of the garden depth in conjunction with the lane space is used to construct a low-rise apartment complex in the inner centre of the block. Parking for both older residents and new tenants is located under the new building. Older buildings on the block beyond rehabilitation are replaced with new in-scale structures designed for shops and stores, day-care centres and neighbourhood social and recreational centres.

Diamond and Myers made several studies of rehabilitation versus new construction costs to prove the practicality of their rehabilitation and redevelopment ideas. They also demonstrated in several situations that maximum density could be achieved with low-rise buildings using their methods of design and development. In another design three-storey buildings face into the enclosed centre of the block, where a park and playground take the place of lanes and the old garage spaces. The ground-level apartments accommodate families with young children, providing easy access to the outdoors.



Hess Village: private enterprise redevelopment in Hamilton, Ontario
(Courtesy John Willard)

The second floor houses families with older children, business people, or young couples, and the third floor is ideal for retired or older people — quiet and yet with a view of activity. The mix of people, the easy access to green space, and the built-in atmosphere of a community are all important people-oriented elements missing in high-rise apartments.

For their offices on King Street West in Toronto Diamond and Myers rehabilitated an old brick warehouse. Other offices and a restaurant occupy the balance of the building. The brick interior walls and the 14-inch-square wooden pillars were sandblasted to create a mellow, neutral interior with several thousand square feet of completely open space adaptable to infinite design and arrangement. The costs of such an enterprise were far lower than for new construction.

An article in *Time* (16 April 1973) provides further information about the work of this firm on a major inner-city project in co-operation with the city of Toronto.

There are examples of private enterprise acquisition on a smaller scale that 'started something.' The first Gastown purchases and



One of the first commercial restorations in Port Hope, Ontario
(Courtesy NFB Photothèque)

renovations in Vancouver were made privately by Larry Killam, and others saw the growing potential of the area. In Ontario Hess Village in Hamilton and an attractive commercial block in Port Hope are examples of small beginnings for larger enterprises.

Private enterprise acquisition on perhaps a less professional scale can be found in the community development corporations being formed as citizen activity groups. They evolve from a variety of needs and cover a wide range of activities. I would like to present a composite picture of this type of organization, based on those I am aware of, to show all they can accomplish. Most do not consider heritage preservation a priority, but the fact that they are using found buildings in older neighbourhoods makes conservation an inadvertent result.

Organization

- 1 incorporation as a non-profit corporation



Restoration of the unique nineteenth-century St Lawrence block in Port Hope
(Courtesy NFB Photothèque)

- 2 board of trustees and slate of officers
- 3 membership open to residents and property owners for a nominal fee

Goals

- 1 to stimulate and secure housing needs
- 2 to establish a program of social development for families and individuals
- 3 conversion of existing housing, renovation, rehabilitation, and new construction
- 4 to add or update community facilities for health, day-care, recreation, welfare counselling, adult education, retraining, retarded and handicapped care
- 5 to promote and accomplish community planning studies
- 6 to increase participation in planning, in partnership with the municipality
- 7 preservation of heritage properties
- 8 stabilization of neighbourhood and protection of community character

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Activities generated by goals

- 1 surveys of (a) present housing stock; (b) condition, size, adaptability of above; (c) age groups to determine school, recreational, health, and senior citizen needs; (d) transportation and traffic patterns; (e) land use
- 2 study of contemporary planning
- 3 research of community history
- 4 study of citizen participation experiences
- 5 fund-raising

Basic assistance

- 1 CMHC
- 2 provincial housing corporations
- 3 provincial and municipal health, parks, and welfare departments

Additional financing

- 1 low-interest loans from corporation members
- 2 participatory mortgage loans
- 3 endowments or donations
- 4 investments
- 5 municipal assistance

Acquisition through advertising

A truly historic house or a building of outstanding architectural merit may be simply beyond the means of a preservation group and of little interest to local individuals who are able to afford it. But there may be someone outside the area who would be delighted to own such a house.

In a small town in Ontario an architecturally unique house was threatened by a surrounding housing development. The house and its predicament were thoroughly reported in an extensive newspaper article, but no one locally was able to stop development. Copies of the article with a covering letter were sent to influential businessmen across Canada. The letter said, in effect, 'Perhaps this may not be of direct concern to you, but if you know of anyone who might be interested, please forward this information.' Within two weeks the house and property were sold to someone who appreciated its significance and who is now restoring it for a private residence.

Preservation News, the newspaper of The National Trust for Historic Preservation in the United States, advertises and illustrates several heritage houses for sale each month from all parts of the country.

A well written, concise 'For Sale' advertisement in a few city newspapers may prove to be the salvation of a particular gem. If the budget makes it possible to include a photograph with the advertisement, it is that much more effective. In the Atlantic provinces, for example, do not hesitate to advertise in Ontario or even west to the prairies or British Columbia. In our migratory society you never know where you may strike a chord of homesickness in someone who can now afford to buy that old house 'that I used to pass every day on my way to school' or 'where my grandfather was born.' The urge to go home again, strong in all of us, is a human characteristic that may be of advantage to you. Consider also that people who have reached retirement age frequently wish to return home.

Historic district protection

Historic area designation is a method of control or pseudo-control, depending on whether the designation is achieved by zoning or by just classifying an area as historically interesting. Designation by zoning indicates height, density, and development controls, and few cities are prepared to go this far as yet. To achieve such restrictions will require strong public pressure and new legislations in most provinces.

On the other hand, simply to classify an area as 'historic' has no legal implications. To designate a few blocks as a 'heritage area' is as easy as calling it 'a green area' or 'a slum area' or a 'redevelopment area.' You can identify the houses of value, map them, even plaque them, and you perhaps have a measure of psychological influence; but you do not have any real control. An owner may alter, renovate, modernize, or demolish as he wishes, and you have no right to interfere in any way, except perhaps by gentle persuasion.

Psychological influence is nevertheless an effective measure if properly used. To many people the news that their house is of architectural or historical value will come as a complete surprise. They will become equally curious about the other houses in the neighbourhood. Such information may influence plans to modernize or a decision to move out of the area. The term 'heritage area' must be publicized as an honour and a privilege, not as a deterrent to development or as a restriction of individual rights. The designation also implies a neighbourhood where people are concerned about evolution and change and where the residents are prepared to protect the aesthetic aspects of their environment. If the area is of sufficient value to attract tourists, the city is almost forced to maintain streets

and sidewalks to a certain standard, to provide adequate transportation, and to think carefully about unsympathetic influences and developments. Walking tours, educational outings for school children, and the publicity packets mentioned in chapter 4 can all create this atmosphere of value and significance; such efforts may well mushroom into really effective controls.

The preservation of heritage buildings and the conservation of useful, attractive, structurally sound buildings can therefore be accomplished by means other than private purchase or foundation ownership. The achievement may be simply a matter of semi-control and influence or it may eventually result in new urban controls. The destruction of buildings and in turn the destruction of the historic and valued characteristics of many cities are the direct result of the pressures of uncontrolled growth and inarticulate evolution. Growth controls are important and inevitable. Increased, accelerated migration to the city has created problems of such unmanageable proportions that no large city on this continent has been able to solve them satisfactorily. Cities predicting, even boasting of, huge population increases by the year 2,000 are doomed cities — culturally, aesthetically, and administratively doomed.

Therein lies the challenge. Each small piece of conservation, by whatever means, is a small part of the overall control of the environment and of the future maintenance of some of the cherished characteristics of that environment.

Retain, renew, re-use

It has been felt that the fewer museums the better, and that many more structures could be saved if a practical function could be found for them. In addition to contributing to the community's assets, structures that are lived in and used assist in their own survival. (City Plan Commission, Providence, Rhode Island, *College Hill*)

Disregarding aesthetics, history, and architecture, the case for the retention of any building begins with a simple fact: because a building *is*, because it exists, it has value, in varying degrees. Obviously, like good and bad writing or good and bad design, it must be assessed and evaluated. But even without assessment we know what an existing structure looks like, by itself and in relation to its neighbours; we know its use, its impact on traffic, community facilities, and services; we know how it 'behaves' climatically and environmentally. We can estimate its lifespan and imagine alternative future uses.

On the other hand, new construction and new development at the planning stage are completely unknown quantities. Their effect on the streetscape and skyline, their influence on the environment, their massing, structural quality, and overall visual impact are inestimable. A preconstruction model is sleek and deceptive because it seldom includes the surrounding area. Even the degree of shade and the possible wind currents are qualities generally undetermined and unstudied by the architects and designers. Apparently no one considered the possibility of the amazing whirlpool winds created by the siting of the Toronto Dominion Centre and the Commerce Tower in Toronto. No one foresaw that the landscaped area in front of Toronto's city hall would wither and die because a new structure

across the street casts an all-day shadow. The incredible problems that have occurred since the completion of the sixty-storey Hancock Building in Boston indicates a lack of climatic tests and evaluation of structural materials.

In the postwar reconstruction of Warsaw in Poland the site plans for tall apartment buildings on the flat outskirts of the city were carefully reviewed for atmospheric effects. On the model buildings were rotated or repositioned for wind tunnelling, and mock sun and shade tests were made. The prevailing winds and their funelling characteristics were carefully analysed for their impact on pedestrians, landscaping, play areas, and road patterns. It was only after the most favourable conditions were determined that the site plans and building placement were finalized. Such tests are too rare in Canada.

How, therefore, can we enhance the well-known existing quantity to discourage its replacement with the new, unknown one? Retaining a building because it is old or because it exists is not sufficient justification. Thorough, practical evaluation is the answer again, and buildings that fall near the bottom of the value scale are expendable. Replacement with compatible structures, following the design criteria in chapter 8, will ensure retention of most of the known quantities and qualities attributed to the existing structures.

The retention, and therefore re-use, of older buildings is applicable to an incredible range of structures and suggests a wide variety of problems, but it provides an exciting challenge to creativity and resourcefulness as well. Rather than attempting to dissect and analyse many types of buildings and the possible problems that may arise, I want to stress one absolute and imperative rule and one innovative, contemporary concept.

THE RULE

The all-inclusive rule governs the philosophical and practical approach to both exterior and interior rehabilitation of buildings. It states simply: do not diminish architectural detail or humiliate the original principle or character of the building; do not destroy its integrity; do not alter, modernize, or add discordant details to the façade of the structure.

Retention of the character and integrity of a building can be accomplished by adhering to a few simple guidelines based on an



Urban blight in the Society Hill area of Philadelphia, Pennsylvania:
Abercrombie House, 'before'
(Courtesy Redevelopment Authority, City of Philadelphia)

understanding of certain characteristic elements or proportion and design. To begin with, imagine the action of the zoom lens of a camera. Standing back to view the building as a whole, note certain components and then, moving forward, consider every ingredient until the finest details can be clearly seen. Analyse the structure in this way:

(1) From the distant view look at the mass of the building — height related to width, number of openings (doors and windows), and the spaces between. Look at the size of these openings in relation to the whole structure. How do the shape and size of the roof affect the 'silhouette'? Put an imaginary human figure beside the building and assess the scale. Study pictures of eighteenth- and nineteenth-century



Abercrombie House after restoration
(Courtesy Redevelopment Authority, City of Philadelphia)

buildings and look carefully at other buildings in your own community with these points in mind. Note items 2, 3, and 4 of the design criteria illustrated in chapter 8 (pp 198-203). A drive through a new suburban development will not only provide visual examples of the dramatic contrasts of design, but it will also, I believe, establish an appreciation for the well-ordered classic concepts of proportion and scale of our earlier buildings.

(2) Moving closer, begin to look at design elements: first the dominant ones — roof style; façade trim such as columns or pilasters, arcading, string or belt courses; the fabric, colour, and texture of the building; and eave and cornice proportions and details.

(3) Within a few feet of the façade study fine details — door and window trim, mouldings and heads (sides and top), window glass and size, brick patterns or stone work or board or log size and construction, carvings, plaques, and porch and stair design.

(4) Return to the overall view and absorb the atmosphere of the whole building.

What alterations or extractions would or would not affect your impression and negate this atmosphere? Which components give this building its atypical character? Are there elements of fine or unusual craftsmanship? Are there vernacular details unique to your area? These provide the guidelines for retaining the architectural intent and fundamental principles of the building. Recently I have seen some simple, wooden, one-and-a-half storey, two-bay, gabled houses extensively restored as 'town-houses.' One has been modernized with a double-leaf Spanish-style door and another has had an elaborate classical door head and frame 'stuck-on.' Here the original intent and atmosphere have been destroyed beyond redemption with a heavy hand.

Early builders and architects applied fine workmanship and often infinite detail to the structure as a whole. The impression gained as you approached the building remained as you entered and passed from room to room. In purist style interpretation a Georgian house, for example, is Georgian from the roof shape to the design of the mantel over the fireplace. Frank Lloyd Wright insisted even on the placement of furniture in the houses he built to ensure exact interpretation of his ideas and a thorough understanding of his architectural philosophy and sense of environmental continuity.

Where circumstances (and finances) permit, maintain those interior design elements that compliment and relate to the exterior style. Certain levels of rehabilitation, varying building codes, and the necessity for plumbing, heating, and electrical installations make it difficult always to follow this rule in interior work. It may be necessary to remove mouldings, sections of walls, floors, or other elements for the installation of services, and careful extraction and replacement of these parts can add considerable expense to the project. This is why I emphasize, 'where circumstances permit,' save as much as possible in interior renovation. Careful preplanning and study, with a consideration for alternatives, can often minimize interior damage and waste.

At the other extreme in renovation a building is gutted from basement to attic and then redesigned in black and white vinyl with

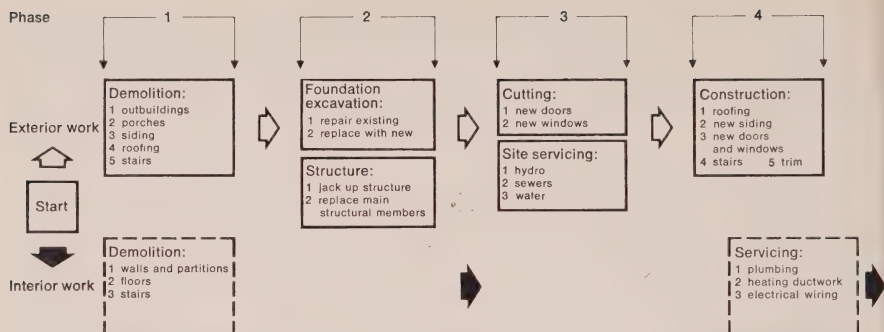
purple and orange waves running over the walls. Impressed by a particular feeling from the outside, one is confronted in the interior with a complete denial of the exterior atmosphere and character. It is as if one were expected to accept blatant dishonesty and hypocrisy in the design: better to tear the building down!

If it is worthwhile to preserve the structure, if it has significance and aesthetic value worthy of conservation, these should not be completely destroyed in adapting the building to a new use. In each step of planning for use or actual renovation, stop and think about what the structure was built for, what its original atmosphere and environment were. It is not necessary to attempt to copy early wallpapers, colours, or furnishings, but neither is it desirable to put psychedelic prints in a nineteenth-century room or vinyl siding over old stone.

THE CONCEPT

The present-day re-use of heritage buildings must of necessity employ a great deal of imagination and a degree of new thinking about the use of space. Just as architects and designers are redefining spatial dimensions and proportions in new buildings, so we must convert earlier space to contemporary requirements. Since a new structure is not being created for a specific purpose, it may be necessary either to create a use that fits the specific structure, or to re-evaluate the interior space to accommodate a new use.

Where it is possible, dismiss preconceived notions about how to divide the area contained within four walls. Does a residence have to be a series of walled spaces, one for dining, one for cooking, some for sleeping? Does a two-storey structure always have to be horizontally cut in half with a ceiling/floor divider? In any type of building, if walls are crumbling because of water damage or wood rot or vandalism, if they are not structural or supporting elements, eliminate them and create new or different areas. Analyse the entire space you are dealing with, mentally eliminating the present walls, and let your own imagination go on from there. Converted warehouses, many new university buildings, art galleries, and renovated row-houses are a few examples of innovative uses of space. Business offices are getting away from boxed areas and moving into open plans. Do factories and small industries really need large areas of open space, or can they be adapted to a series of divided units? What about apartments in an old warehouse, with partitions between

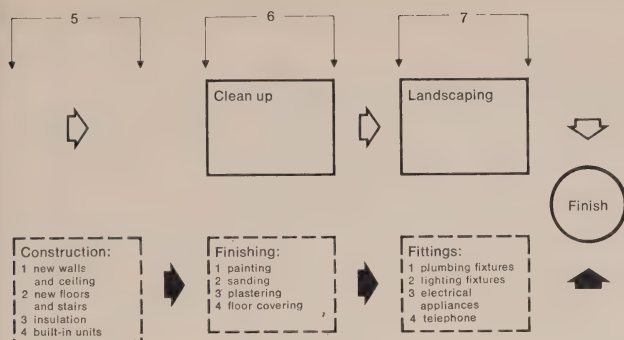


the individual units only, permitting the tenants to apportion their space according to their own needs and taste; senior citizens in an old hotel or in a group of small houses; theatre groups or dancing schools in a factory building or an estate-size house? Buildings can be of mixed use, joined for convenience or sympathetically enlarged to gain more space. Backyards and alleys may be redesigned for private or community gardens, exercise space, playgrounds, outdoor dining, and entertainment areas.

Restoration purists will no doubt take strong exception to what I have suggested here. They would argue that the concept negates the rule, and I would agree if restoration were our only concern. But, as it is very seldom our only concern, the renewal and re-use of diverse buildings must be a series of compromises, a matter of a concession here and an adjustment there. I have emphasized retention of the façade as a single element and as an integral part of the streetscape. Beyond that the interior qualities may have to be compromised, if only to meet modern standards requiring, for instance, an additional staircase for safety or the potentially destructive installation of air-conditioning. In considering new uses of the interior space the strong stylistic elements, such as fireplaces, doors, mouldings, stairs, and balusters, can be incorporated into new plans as an integral part so that they continue to contribute to the interior atmosphere.

A RENEWAL OR RENOVATION METHOD

The necessary work for one or a series of rehabilitation projects may appear a monumental and complex task at the outset. I have attempted to simplify it somewhat with an elementary flow-chart



(Prepared by
Kevin Barnaville)

and an explanation that puts the work in sequence and in phases. In new construction the sequence is fairly obvious: one starts with a hole in the ground and proceeds up through foundation, floors, walls and roof. Renovation or rehabilitation calls for a somewhat different approach so that the building does not collapse during the process and so that expenses are kept to a minimum.

The chart can be used in several ways. For an extremely dilapidated building that requires some work on foundation, roof, and utilities, as well as work on the exterior and interior walls, the repairs can be carried out in the most efficient order. The phasing divisions provide an indication of which jobs can be done simultaneously and also indicate a method for doing the work in units if it cannot be done all at once as a result of fluctuating economic and labour resources. The chart can also be expanded to include cost and time determinants to provide maximum accuracy in planning and commitment. If only a few repairs or alterations are necessary, once a list is made they can be indicated on the chart and the proper sequence will become apparent. Each section can also be expanded in more detail depending on the requirements of particular buildings. The sequencing and expansion of detail are simplified once it is recognized that every structure, from a windmill to a court-house, is made up of certain basic components: a ground support or *foundation* topped by a covering, *the floor*, supporting the space-enclosing elements, *walls* of one or more storeys, into which are punched *openings* for light and entry, and finally topped by another covering, *the roof*. Variations in material, dimensions, and decoration distinguish the windmill from the court-house.

The following is a simple explanation of the terms and steps used on the chart:

(1) *Excavation* Any digging that may be required for utilities, new foundations or foundation repairs, or for drainage around foundations should begin immediately. In terms of time it is most economical to have this done by heavy equipment.

(2) *Demolition* While excavation is proceeding, any unwanted exterior portions of the building should be removed, e.g., sheds or porches which show advanced and serious structural failure. (A word of caution regarding porches: they are often original and important to the buildings design; they are frequently removed without thought, but as an element of character they should be included in restoration plans.) The rough cutting for new doors and windows and the removal of old siding and roofing that is to be replaced should be next. The removal of interior walls and partitions should be the final stage of demolition. Original doors and window sash, well-designed or early examples of mouldings, door and window trim, hardware, mantelpieces, hearth tiles, fireplace surrounds, fire grates, stair newels and balusters, and antique glass in window panes and door surrounds should be carefully removed or protected; they are all irreplaceable. The removal of unwanted elements entails hard, dirty work that does not require any skill, whereas removing the parts to be saved should be done with great care, and followed by accurate labelling and careful storage.

(3) *Utilities* As soon as excavation work is near completion, any new utilities required can be brought to the building (hydro, sewer, water, telephone). To meet necessary standards this work must be done by the utility companies or by licensed contractors.

(4) *Foundations* While the utilities are being brought onto the property, foundation repairs can be made and new foundations laid. Temporary supports of existing portions of the building will have to be provided for foundation repairs. New and repaired foundations should have drainage installed and should be properly waterproofed. This is very heavy work requiring some skill; if time is a factor, contracting out may be wise.

(5) *Servicing* When utilities are on the property, interior servicing work, including heating, plumbing, and electrical wiring, can begin. This work can proceed in close time sequence with structural work (6) and rough interior work (8).

All servicing work is regulated by various codes. In urban areas it is probably necessary to have it done by licensed contractors.

Check the local building code (or the Town Clerk's office for rural regulations).

(6) *Structural work* As soon as foundation work is completed, structural work can commence. This work includes jacking-up sagging portions of the building such as walls and floors, and substituting new structural beams, columns, and walls for existing ones. While the work does not require any particular skill, the sequence does require some structural knowledge. The novice is urged at least to get some professional advice prior to starting work; roofs, floors, and walls do collapse on the unwary. A good contractor, experienced architect, or consulting engineer can advise in this regard.

(7) *Exterior work* When the major structural work has been completed, exterior work can begin, including all work required to make the building weathertight. The usual sequence for this work is roofing and flashing; exterior siding; doors and windows and exterior trim.

(8) *Interior work* As the building is being made weathertight, interior work can proceed. Once the servicing has been installed, insulation and vapour barriers can be installed on exterior walls, and new interior wall, floor, and ceiling surfaces can be applied.

(9) *Painting and finish work* As new interior surfaces are complete, the finishing work can begin. This includes plastering, painting, and sanding of floors or installation of the finished flooring material. Trim, such as baseboards, mouldings, and finish around doors, and hardware can then be installed. If at the time of demolition any of these parts were removed and saved, they should now be carefully replaced.

(10) *Clean-up and landscaping* As soon as the exterior work and the rough, heavy interior work have been completed, general clean-up and landscaping work can begin. Do not be surprised at the amount of debris to be removed and the general yard work that will be required.

(11) *Furnishing* Concurrent with the installation of interior trim, built-in furnishings such as cabinets and shelves can be installed and carpets laid.

You are now ready to move furniture in!

In many cases it may be possible to schedule the rehabilitation work in several phases; then it is necessary to decide on the timing and 'cost trade-offs' for each phase in proceeding through the construction sequence list. For example, it is cheaper to have all the servicing done at one time even though the rest of the work on a

portion of the building may not be done until later. However, if you are short of cash, you may decide to phase your servicing work as well, even though in the long run it will be somewhat more expensive; the cost is traded off against timing and requirements.

COMMERCIAL USE

Retention and rehabilitation in a commercial area are hampered by two facts: (1) zoning encourages demolition of older buildings on valuable land to achieve high-density development; and (2) merchants generally favour slick, modern façades, reasoning that these will draw people back to the central areas from suburban shopping centres. I would like to suggest that high-density development leads eventually to core areas killed by stark, monotonous buildings and deserted streets discouraging human activities and vitality.

An alderman in a major east-coast city is quoted as saying 'If we want a vibrant city, we've got to have high-rise buildings.' What nonsense! Vibrancy has nothing to do with tall buildings; it has to do with activity, life, people. The most exciting cities in the world were vibrant long before anything higher than five storeys was built. Rather, concentrated high-rise development drains the life from a city and precipitates the deterioration of inner city areas, which are business-oriented from nine to five and become dead and bleak the rest of the time. It is variety, a human scale, a mix of uses and people and action that make a vital and exciting city. It is cafés and theatres, skating rinks and meeting places, sound and colour that create vibrancy, not highrise buildings.

As for the second problem, generally modern façades seldom achieve the desired results. I doubt that a new store-front with more plate glass and chrome trim has ever noticeably affected sales figures, whereas commercial areas that have been tastefully restored and sympathetically redesigned definitely attract customers and realize an economic advantage. Many of Canada's older business sections have what shopping centres can never have at any cost, that is, a streetscape of nineteenth-century commercial blocks. Above the first floor the façades have architectural details, patterns, textures, and colours that can never be replaced once they are destroyed. If the street-level façades were renewed to their earlier fine proportions and details, these commercial areas would have a renewed charm and grace, making shopping downtown a refreshing experience. Yonge

Street in Toronto, at the second- and third-floor levels, has the most amazing variety of roof lines and delightful Victorian and early nineteenth-century details imaginable, but the present street level, on the other hand, is block after block of clashing, cluttered discord, 'dis-harmonious variety' to quote Wolf von Eckardt (*A Place to Live: The Crisis of the Cities*).

What are the alternate solutions to discord, neon signs, dreary, repetitious commercial blocks, and 'chicken-in-the-basket' architecture? As an interesting example of an enlightened approach, the city of San Francisco is in the process of renewing-to-the-past its most famous street. Over the past thirty or forty years Market Street had deteriorated to blocks of shooting galleries, shoddy arcades, cheap restaurants, movie houses, and bars. In conjunction with the extensive work necessary for a rapid transit and subway system the street is being revitalized with new street hardware, parks and sitting areas, trees and planters. Further reversion to the last century includes repaving all the sidewalks with old brick!

The success of San Francisco's Ghiardelli Square and the Cannery, as manufacturing and warehouse complexes converted to contemporary plazas, has inspired pockets of renovation of older commercial buildings all over the city. The introduction to a publication by the San Francisco Department of City Planning, titled *Jackson Square*, expresses a commitment and a philosophy that should be adopted as a planning principle in all Canadian cities.

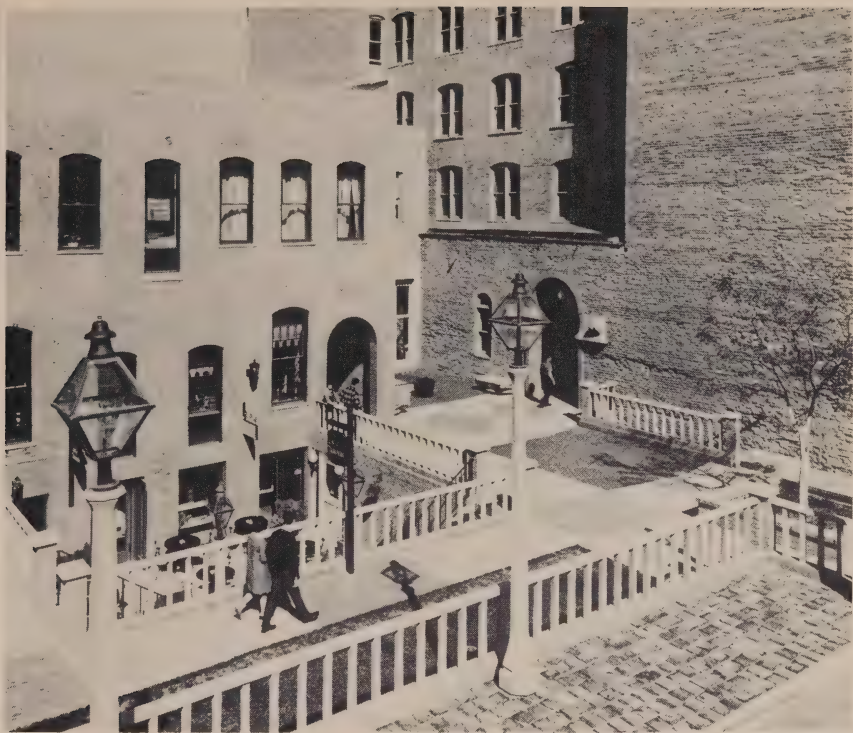
Until now, the unique character of the area has been sustained chiefly by the imaginative enterprise of private citizens in rehabilitation and preserving many of its buildings, and by sympathetic design of alterations and new buildings to harmonize with the old. The City should now take the opportunity to reinforce and encourage the private sector in this effort by making Jackson Square a historic district, to preserve it not just as a collection of period pieces, but as *an area where change is welcomed and guided with a physical framework that respects existing scale, character and historical continuity.* (P 1, italics added)

This simple statement says so much in a few words. Following its guidance any city can sympathetically coordinate heritage buildings with contemporary planning and intelligent progress.

San Francisco also has a chicken feather factory renovated for architects' offices and a Chinese cigar factory redesigned to accommodate a publishing company. San Franciscans take great



Ghiardelli Square in San Francisco combines a heritage commercial structure with the atmosphere of the sea to make a very successful people-place.
(Courtesy the author)



City-century spaciousness in Larimer Square, Denver, Colorado
(Courtesy Larimer Square Associates)

delight in this enhancement of their city's charm and beauty; they enjoy the entire city and use it as much as the thousands of tourists who come to visit it all through the year.

In Denver, Colorado, a commercial block built between 1862 and 1892 has been restored by a group of private citizens motivated by the desire to preserve their heritage and to transform a deteriorating area into an entertainment and cultural centre. Larimer Square comprises a total of 200,000 square feet, equal to a medium-sized shopping centre. Acquisition and construction costs, at \$20 per square foot, compare favourably with the costs of other restored urban areas and are considerably less than the costs of newly constructed shopping centres. Annual sales of \$100 per square foot are realized by the owners of some thirty establishments (i.e., a store occupying 1500 square feet would realize annual sales of

approximately \$150,000). Statistics Canada notes an average \$77 per square foot in comparable shopping complexes in Canada in 1973. Behind the buildings facing Larimer Street are sunken, central courtyards which make possible use of the large basement areas. This whole concept was the idea of a young Denver housewife, Mrs Dana Crawford. She persuaded several friends to invest, formed Larimer Square Associates, and hired architect Langdon Morris to design and supervise the project. The success of the square has inspired other local merchants to finance remodelling of the buildings across Larimer Street from the original project.

In Salt Lake City, Utah, imaginative use of an old street car barn has created a unique shopping area and tourist attraction. Trolley Square on a ten-acre site containing 270,000 square feet of leasable area has proved to be a prestige location for an amazing variety of shops, services, and entertainment facilities. The car barn, divided by brick walls into long bays, forms a natural enclosed mall, easily divided into suitable commercial space. Renovation included sand-blasting of the original red brick walls to enhance the Mission style of architecture and the acquisition of parts of several threatened local mansions that were then integrated into the overall design. Wrought iron and mellowed brick are used as accents throughout the complex, as well as a collection of nineteenth-century streetlights.

The most interesting part of this particular project is the imaginative mixture of shops and facilities. As a refreshing change, there are no branches of large department stores or supermarket chains. The shops include the usual shopping centre range of men's and women's apparel, sport and cycle, photography, jewellery, gourmet cookware, shoes, gifts, and children's wear. Banks, beauty and barber shops, an optical shop, a service station, and a travel bureau provide practical amenities. But, in addition, there are four 'Trolley Theatres,' an ice cream store/restaurant, a steak house, and a pub that help to keep the square alive and vital at night. Taking full advantage of the aura of these old buildings and of their architecture, an indoor farmers' market area has been created to include space for a cheese shop, a fresh fish stall, a baker, health foods, fresh fruits and vegetables, dry foods, and a 'coffee exchange.' Also, particularly suitable in this atmosphere, are antique shops, a 'Cable Car Florist,' and dried flower arrangements and supplies in a 'Wood of Weeds.'

As in so many cities this type of building is located on one of the busiest streets in the city, '242 seconds from downtown,' on a large

piece of valuable land. Not only were the costs below that of new construction for the same square footage in the same area, but the whole complex has a charm that could never be re-created with new development.

Gastown and Bastion Square in British Columbia, Yorkville in Toronto, Old Montreal in Quebec, and the historic waterfront in Halifax are well-known examples of preservation projects in Canada. There is also Hess Village in Hamilton, Ontario — a beautifully developed commercial area created from a charming residential street.

Niagara on the Lake is a Canadian example of a special kind of preservation. A town perhaps more 'maintained' than 'restored,' it is cherished by its residents and still conveys 'a calm of continuity from generations past' to quote Peter Stokes (*Old Niagara on the Lake*, by Peter John Stokes, with drawings by Robert Montgomery, Toronto, 1971). The town, he notes, is 'almost two centuries old and still alive.' It contains a range of heritage buildings from early shops and public buildings to simple dwellings and 'elegant and tasty houses.'

The LaSalle Academy in Ottawa began life as a bishop's palace about 1835. One of the first stone structures in Ottawa, it has been a college, a hotel, a barracks, and a private boys' school. One large addition on Sussex Drive and two wings at the rear provide extensive interior space, which has been renovated to make available modern offices for the Ministry of State for Urban Affairs. The façades of the buildings facing Sussex will be restored to the period of 1852 by reinstating the original roof line of the bishop's palace and a central cupola and two end chimneys of the college.

Several blocks along Sussex Drive were renovated in the 1960s as the 'Mile of History' in Canada's capital. In the 1970s the National Capital Commission began to develop the parking lot and shed spaces behind these stone buildings into park spaces that will be a pedestrian thoroughfare for several adjoining blocks. There will be terrace restaurants and boutiques, sympathetically designed to compliment the rubble stone walls and rear façades.

In Halifax the Nova Scotia School of Art has moved into a group of renovated stone warehouses near the city core. The new-use design of these buildings will accommodate shops and businesses on the street floor, classrooms and workshops on the second and third floors, and student residential space on the top storey. The centre section of the block contains decks and stairs to connect the



ABOVE Behind the 'Mile of History' on Sussex Drive in Ottawa, before restoration (Courtesy National Capital Commission) BELOW Incorporating the tin façade of a demolished building, Tin House Court forms the first part of a pedestrian mall off Sussex Drive. (Model courtesy National Capital Commission)

buildings and to provide outdoor sitting, studying, and eating areas. It is a most imaginative design that conserves the character of these fine buildings and at the same time renews the vitality of an area that contains so much of the unique heritage of Halifax.

The George Brown College of Applied Arts and Technology in Toronto has converted two warehouse buildings into classrooms and studios. As one building is much lower than the other, a large, open green space for studying and lunching has been established on the roof of the smaller warehouse.

But opportunities for development of this type have been literally thrown away in many Canadian cities. In Ottawa a group of stone buildings covering nearly a block, with not only an appealing, inner courtyard but an unusual chapel, was destroyed and replaced by a parking lot and cement-housed boutiques. The initial expense for rehabilitation was high, but the result would have benefited not only the city but the retailers of the whole area. Instead of a commercial complex with history and charm and a one-of-a-kind quality unique to the city, Ottawans have a precast model available anywhere in Canada.

Kingston, Ontario — a city that really cherishes its history — lost a heritage building in a grouping ideal for historic area designation. Initial promises by the developer to include Plymouth Square in his waterfront development plans evolved into such a complex financial requirement on the part of the citizens of Kingston that it became an impossible preservation task.

There have no doubt been similar examples in your city. We have too often been short of resources, lacking in imagination, and without the courage to gamble or innovate. Developers want a 'sure thing'; banking and investment houses want a guaranteed return; and private individuals want someone else to show them a successful example first.

This narrow attitude, this restricted philosophy, this cautious thinking *must* change. More people must be made aware of the whole area of conservation values and benefits, if necessary by example after example — examples of all types of buildings, examples in large and small cities, and examples of community vigour that have accomplished successful preservation. A few dedicated people have been willing to risk and innovate and they have realized far more than financial returns.

The slow, but visible change in government policies, the growing public voice about inherited values and urban environments, and the



Granville Street in Halifax, Nova Scotia, lined with beautiful nineteenth-century stone warehouses (Courtesy Public Archives of Nova Scotia)

emerging proof of the economic advantages of renewal are all favourable omens. Retaining a valuable commercial streetscape or individual buildings can only be accomplished by taking full advantage of these omens and by pressuring and campaigning for more changes and more voices.

RESIDENTIAL USE

Buildings being used are buildings being saved. Buildings cared for and maintained are less threatened. Not only are residential buildings the most easily recycled, but they also form the largest part of our building stock. The conservation of urban housing must, therefore, be emphasized, and for three very important reasons:

(1) We are, of course, trying to maintain the aesthetic elements of our cities, the historic and architectural interest of our beginnings, our evolution, and our progress. These aspects are the characteristic details that create the individuality of each city and town in Canada; they include structures up to our recent past.



Recycling the Halifax warehouses for the Nova Scotia College of Art and Design
(Courtesy Duffus, Romans, Kundzins, Rounsefell, Ltd, Architects and
Consulting Engineers, sketch by Gerald Dubé)



The Captain John Clarke house, built in the eighteenth century, in Strawberry Banke, New Hampshire: before restoration (Courtesy Strawberry Banke Inc.)

(2) It is only by maintaining these buildings and the important sense-of-community quality that they express that we have any hope of avoiding the social breakdown that has occurred in many American cities. Human problems have been the major cause of this situation, followed inevitably by neglect and general deterioration. Absentee landlords and destitute owners may be blamed in part for this neglect, but city and municipal departments must share the responsibility. Consider broken and neglected streets and sidewalks; inadequate lighting; few, if any, recreational facilities; sporadic garbage pickup and street cleaning; below-building-standard accommodation that is seldom inspected and even less frequently corrected by court action.

(3) Finally, the advantages of urban living have been forgotten in the rush to have a house and a piece of land in the suburbs. The realtors

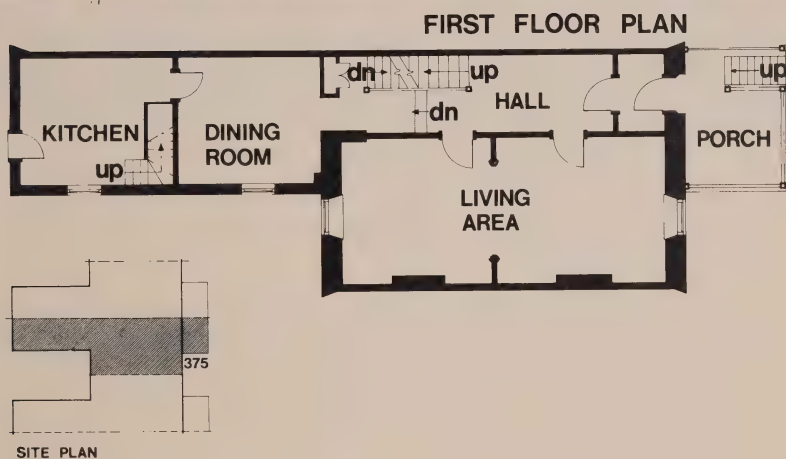
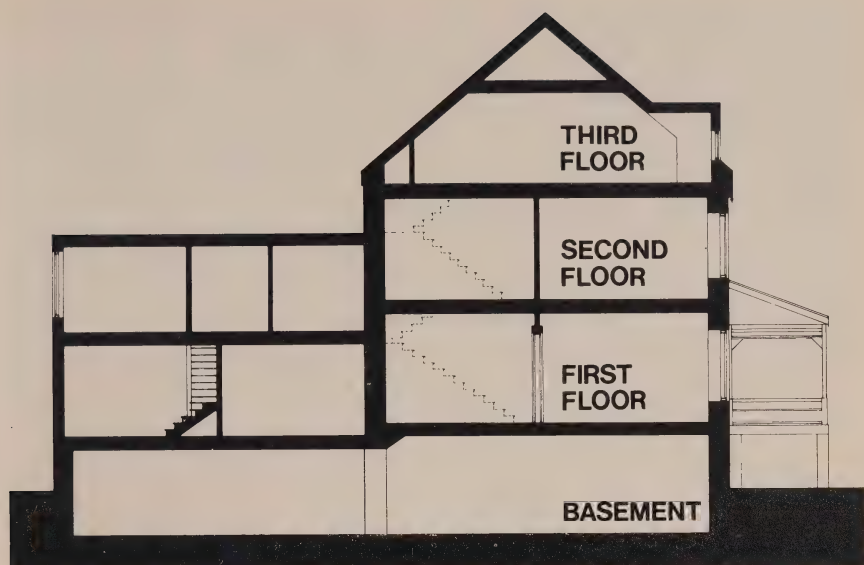


The Captain John Clarke house after careful restoration
(Courtesy Strawberry Banke Inc.)

and developers have talked glowingly of country living in spacious homes surrounded by rolling green lawns 'away from it all.' That's one point — away from it all: away from museums, art galleries, theatres, libraries, interesting shops and large stores, swimming pools and gymnasiums, dance and music and art schools. The car has made suburbia possible, and TV has made it bearable. But how much less trouble to be able to walk to the office, to leave for the theatre only ten minutes before curtain time, to let the children walk to their lessons and club meetings, and to maintain a single car that is needed only once or twice a week.

For country living, read 'Two buses a day if they come out this far'; 'One of the last areas to be plowed'; 'Higher service call costs because of the distance'; 'A beautiful shopping centre (in three or five or seven years when all the houses are built).'





OPPOSITE and ABOVE Philomene Terrace in Ottawa: rare stone row houses, c 1874. There is well-planned, generous living space (approximately 3500 square feet) in each unit.

(Photograph courtesy Gordon Lorimer; section prepared by Kevin Barnaville)



A porte-cochère giving garden access to row housing on Earl Street in Kingston, Ontario (Courtesy E. Ross)

More and more families are beginning to realize that the city does have some advantages over the increasingly distant suburbs. Professional and retired people enjoy being close to city activities and entertainment, families are able to forget taxi-ing duties, and many more are realizing that a home in the centre of a city can be as spacious and livable as a country estate.

Obviously not all suburbanites can move back to the city nor would all wish to do so. But we have been conditioned to think that, if one can afford it, suburban living is the ultimate luxury and the city just a place to spend the nine-to-five working day.

The city is much more than that, and we need to rethink its values and attractions. Take a good look at the available urban housing



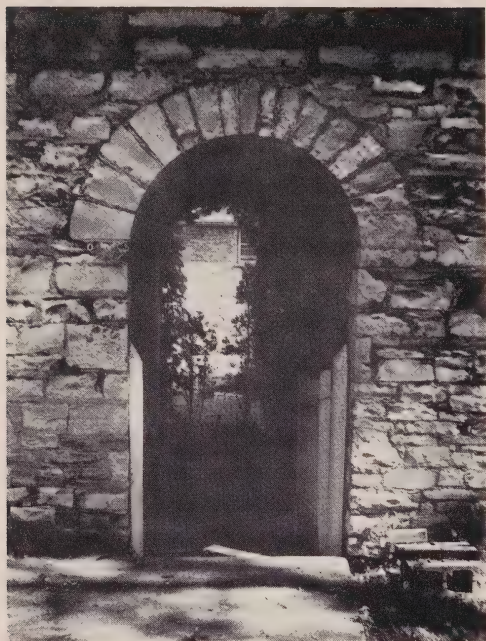
Successful downtown renewal on Hazelton Avenue in Toronto
(Courtesy John Willard)

stock. Look past neglected front gardens, broken walks and stairs, peeling paint and neglect. Look instead at space, at details, at possible renovation, and at potential conveniences. Maintaining life in inner-city areas needs people, people of all ages, all social circumstances, and a mixture of backgrounds and interests. In order to save buildings people must use them and care for them. Residents in the city must be encouraged to stay and other people inspired to return.

I would like to mention here some illustrations of typical in-city residences built in the last century. It is my hope that some of the inspiration that restored them will attract more people to the advantages and pleasures of city living.

In Ottawa a row of houses built in 1863, called Philomene Terrace, contains six semi-detached houses. Each unit has a 20-foot street frontage and yet, because of a clever use of interior space, each house has an incredible 3,500 square feet of bright, high-ceilinged, well-planned living space. A tiny city garden enhances the front entrance, and there is parking space at the back door from a through lane.

The beautiful stone city of Kingston has single and row-housing set off by either front or back stone walls. A restored house on Earl



An archway in stone in Kingston, Ontario (Courtesy E. Ross)

Street has 4,000 square feet of space, a porte-cochère or carriage way, with a beautiful small garden surrounded by old stone walls. Within walking distance of downtown, this house has privacy, space, and beautiful detail as well as convenience.

A restoration by I.R. Wookey on Hazelton Avenue in Toronto has created pleasant, practical urban living in an area within walking distance of the Royal Ontario Museum, the shopping area of Bloor Street West, and the University of Toronto. In the redevelopment of this block the deep back gardens were shortened to provide parking space for all tenants in the centre of the block, with access through the graceful carriage ways. Tall, slender fencing separates the individual gardens and disguises the parking areas. Stripped and redesigned on the inside, the building's original intent and character have been sympathetically maintained.

Many cities have structures with this combination of row-housing, porte-cochère access, and potential pleasant space behind, seldom developed to its best advantage. Travelling across Canada, it has been

a disappointment to see so many of these buildings in a state of decay and to glance through to back yards cluttered with old sheds and wrecked cars or choked with weeds and neglected trees.

In London, Ontario, a city of Victorian charm, a seemingly smallish house with a 22-foot street frontage has 2,000 square feet of living area, plus a side driveway and a large back garden. Built in 1877, the original division of the interior space provides an excellent 'traffic pattern,' created long before the term was applied to house design. This house also wears well; its careful proportions and detail do not date it, but rather continue to enhance its environment and to accommodate admirably a contemporary life style.

Heritage Village in Southbury, Connecticut, is a condominium for retired people providing all of the recreational, social, and commercial needs of a total living environment. Although the village is all new, carefully planned, designed, and landscaped, the same principles employed here could be adaptively applied to a group of older buildings for senior citizen housing. Whether for retired people with a comfortable income, elderly people on a small fixed income but physically able to look after themselves, or older people requiring some nursing care, a cluster of small to medium-sized buildings or houses forming a cohesive unit could meet the physical, social, and financial needs of all of these people. Even developing a retirement village by moving in some small buildings or cottages could be less expensive than new construction for the same purpose.

Relegating all elderly people to a filing-drawer existence in high-rise buildings on the fringes of a city is dehumanizing and psychologically destructive. I am not implying that some of these structures should not be built. Some people prefer them; they are tired of life's complications, they are ill and need constant care and attention, and they prefer the company of other elderly people in a quiet ordered atmosphere. But there should be an alternative. Many older people like activity, people of all ages around them, easy access to shops and theatres and a clubhouse or community centre where they can socialize and gossip with their contemporaries.

One of the most unfortunate experiences for elderly people is being compelled to leave a cherished home where in many cases they have spent their entire married or adult life. No longer able to cope, financially or physically, they must be moved to a senior citizens' residence. How much less traumatic this change would be if they could spend their remaining years in an atmosphere that at least has

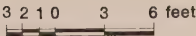
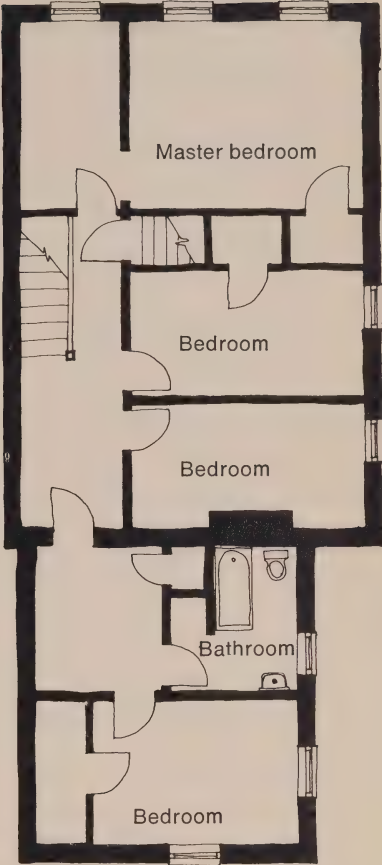


A Victorian home, blending pleasantly into the contemporary environment in London, Ontario; as the floor plan of the house (OPPOSITE) indicates, it provides spaciousness on a narrow city lot.
(Photograph courtesy Alan Noon; plan prepared by Kevin Barnaville)

Ground floor plan



Second floor plan



the aura of an older neighbourhood, that maintains a human scale and permits some expression of individuality.

Under the National Housing Act a 'cooperative housing project' may now be *acquired* as well as built. Loans available to private non-profit organizations (see chapter 2) are now available at 100 per cent of the lending value of the project, repayable over a period of up to fifty years. CMHC can also make a contribution of up to 10 per cent of the capital cost of the project to an organization receiving such a loan (section 15.1, NHA).

SPECIAL EXAMPLES OF RE-USE

Unusual or unique conservation problems have arisen when a one-of-a-kind building is threatened. Many nineteenth-century jails, condemned time and again, are finally being declared redundant and are therefore subject to demolition. They are important not only for their architecture and incredible construction, but for the social history they convey. In Ontario many jails have been declared surplus in the past few years, and new-use ideas are slowly being found. In London a jail built in conjunction with the court house and surrounded by heavy stone walls has been incorporated into a new area plan by the well-known artist Phillip Aziz. Located near the river, the jail is included in an extensive redevelopment concept that includes boating facilities, art galleries, restaurants, park and recreation space, plus theatres and craft shops.

In Ottawa the publicity for the Canadian Youth Hostels reads 'Spend a night in jail.' The hostel association has renewed and somewhat redesigned the old Carleton County Jail to accommodate travellers, visiting groups, and new residents of the capital. The former exercise yard for prisoners, surrounded by high stone walls, is now a pleasant courtyard adjacent to the dining area. The last public hanging in Canada was held in the jail and the noose and trap door remain as a rather gruesome point of interest.

In Goderich, Ontario, an unusual octagonal jail has been tentatively saved. Its historic value was established when it was discovered to be of very rare design, a near copy of a jail built in England in 1791. Its use and final fate are still undetermined.

Another unusual situation may be more common but just as difficult to deal with. The purchase and use of churches has been discussed, but often the adjacent cemetery poses a problem. It was

therefore of interest to read of a new-use plan for a churchyard in the London Borough of Croydon in England. The unkempt graveyard was no longer used for burials and few people in the district remained to show an interest in family tombs. Because of the cemetery's location near the market and shopping streets, it was decided that it would serve a more useful function as a memorial garden and sitting area. New landscaping was provided, the old headstones and gravestones were relaid for paving, with the earlier and more elaborate ones used for a screen-wall around the church. Twenty seats and benches were placed around the site, and a variety of shrubs and plants creates an attractive garden in all seasons. Along the east wall a link fence is hidden in three parallel rows of holly hedge and the church car park is placed in a sunken area, surrounded by hedges.

Restoration projects abound in the United States and I shall list a few that can be related to Canadian situations. There are famous examples of heritage communities in contemporary use in Boston and Salem, Massachusetts; Providence, Rhode Island; Newcastle, Delaware; Natchez, Mississippi; Richmond, Virginia; Sacramento, California; Ann Arbor, Michigan; Annapolis, Maryland; Germantown, Pennsylvania; and San Antonio, Texas. Most of these examples are described in material available from the cities mentioned, but also consult the periodical listing in your local library, under the name of the city, for magazine articles describing such restorations. All the projects provide additional sources of information on new uses. As well, the National Trust for Historic Preservation in Washington, DC, maintains extensive files on restorations; if you have a particular building problem, it can certainly direct you to related examples.

Writing in the December 1971 issue of the *Architectural Record*, Robert Jensen provides a final word:

Preservation is a flexible concept now, alive with new possibilities. The intent is not to create museum pieces or stop the clock, but to retain a sense of continuity in our lives, making the best use of still useful architecture. (P 85)

Adding amenities and ambiance

Accomplishing the conservation task a group has set for itself is a major job in itself. Although the practical steps leading to these final goals have been discussed at some length, I would like at this juncture to enlarge on the subject in two ways, first from an operational standpoint, and second by introducing a very much broadened perspective.

Buildings in a hostile environment have been touched upon as has the subject of deteriorating neighbourhoods that lead to spiritual as well as environmental decay. In order to avoid these conflicts between a building and its environment two additional principles should be introduced: amenities and an ambiance.

To form a cohesive environmental impression which encompasses the many elements implied in the phrase 'quality of life' requires a large measure of planning, judgment, and sensitivity. If accomplishment is seen as the entire procedure from planning through to completion of the undertaking, however large or small, then amenities may be considered complementary insertions or simply sensitive retentions. An amenity contributes to the quality of being pleasant, agreeable; it may be a mixture of old and new, buildings or street furniture, but it is never unpleasant or discordant. The sensitive implementation of a project, combined with compatible amenities, creates the ambiance.

Ambiance is a distinctive atmosphere, the sum total of all the things that contribute to a well-balanced environment and a particular visual and emotional impression. From the renovation of a log cabin by an individual to the renewal of a streetscape by a large group of people, the intrinsic qualities or amenities that form the



Nineteenth-century row housing, with sympathetic contemporary infill, in New Edinburgh, Ottawa (Courtesy Gordon Lorimer)

ambiance of each can and must be maintained. In the work on the log cabin, for example, the exterior design, the texture and colour of the wood, and the interior details all contribute to the atmosphere of the structure. It follows that, as a project increases in size and scope, so the number of qualities or amenities to be considered and evaluated increases; together they contribute to the vitality of the ambiance.

Whether an undertaking is of the simplest or the most complex nature, it is important to articulate its goals, and then develop a methodical plan to achieve them, taking into account the smallest details and the most efficient step-by-step procedures to avoid wasting effort and resources. Possible areas of conflict that may

develop — whether between husband and wife or within a group of twenty or thirty key people in a larger project — should be resolved at the outset.

Let us assume that your group has acquired a building or buildings. To clarify your original preservation philosophy and to establish areas of agreement or possible disagreement, consider these and similar questions in connection with the proposed project.

- 1 What is the building to be used for? Is there a local need for or interest in any use or combination of uses other than a private dwelling?
- 2 Is it big enough, accessible enough, generally suitable for this purpose? If not, what are the group's solutions for alternative uses?
- 3 Are you going to restore, rehabilitate, or renovate? Do you envision a restored original, a rebuilt copy, a modern look with some early features, or simply a cosmetic finish? Have you listed under these choices exactly what needs to be done?
- 4 Depending on use, what has to be done to satisfy fire, safety, and health requirements?
- 5 How much contracting out is necessary? How much can you afford? How much can you do individually or as a group?
- 6 Have the members of your group the necessary knowledge and experience to complete the project? Is there an organization with related goals which might work with you and share resources of one kind or another?
- 7 Do you wish to enlist volunteer or salaried assistance? Who is available? For how long? For what specific purpose?
- 8 Would it be better to plan to proceed in phases? Can the work and financing be divided this way?
- 9 What are your known or possible financial resources? Do you have practical budget limitations?
- 10 Can you secure contributions of materials or services from the business community?
- 11 Have you carefully defined your administrative requirements? Who will organize and supervise the work?

The survey planning and subsequent decisions may already have provided answers to some of these questions. Others may be resolved by more thorough consideration or by a more flexible attitude in discussion and planning. Look at each problem from all angles and then look again. Bring in other people with new ideas; enlist the help of people with professional qualifications whenever possible. Watch

newspapers and magazines for ideas that might relate to or influence the project.

Because of the range of possible projects the suggestions for accomplishment presented here are limited to some very basic considerations and examples.

Extensive undertakings will involve several buildings and necessitate dealing with people outside the immediate group. A great deal of what is to be accomplished, particularly if it involves many houses or a neighbourhood, is going to depend for its success on the spirit and co-operation of the present owners and tenants. Community interests, needs, and objectives, for housing as well as for commercial and public activities, must be given careful thought and consideration. Innumerable undertakings have been defeated by misunderstanding and conflict. Community interest surveys conducted in advance assist in selecting areas where resident reaction is favourable. The task will be further simplified if the co-operation and support of key persons in the community are enlisted.

If, in spite of a good program of information and publicity, there is still open opposition and hostility within a selected block or neighbourhood, I strongly recommend that activity in that area be stopped. Many people may be hesitant about an experimental project. Without experience they cannot anticipate predictable results or clearly advantageous benefits. What is being proposed may appear to be too complicated and too expensive. Put this area aside for possible consideration in the future. If the program is successful elsewhere, this opposition could change to real interest and a desire to participate at a later date.

The results of the 'we know what's best for you' approach to housing employed in some areas in the United States have been less than successful, and certainly the Hellyer housing study in Canada showed negative community reaction on this subject. Plan and review the initial approach with care and sensitivity.

For example, if a government agency arrives in a neighbourhood and says, 'Your houses are slums; we will move you out, tear them down, and build modern new apartments in high-rises for you,' the reaction can only be resentment. In the October 1973 issue of *Human Behavior* two sociologists noted that deprived black families transplanted from slum dwellings to roomier homes in a nicer neighbourhood benefited only physically from the move. These families, who were given no choice, exhibited exactly the same anti-social

feelings as had been documented before the move. The sociologists concluded that enforced moves are rarely useful to the people involved. Negative sociological consequences are apparent, frequently in rising crime rates, welfare problems, and near-destruction of the new accommodation. If, instead, these agencies were to say 'Your neighbourhood has a particular architectural value (or a stable population, or all the basic needs of a community), and we would like to work with you to rehabilitate it,' the reaction is much more likely to be co-operative.

Therefore, if a project involves more than one or two buildings, the neighbourhood atmosphere will greatly influence success or failure. Rather than dissecting those situations that have foundered on the rocks of dissension, I would like to review a few examples of successful undertakings in which a complete change of outlook and even of life style occurred as a result of efforts made towards improving the quality of life in an imaginative way.

GARDEN BLOCKS

The almost miracle-like results of a project begun in Philadelphia in 1953 provide an excellent example of this type of change. Very simple, small in scope, and quite inexpensive, the project was a model of human concern, neighbourhood co-operation, individual pride, renewed dignity, and surprising imagination in neighbourhoods of despair and 'poverty of spirit.' Block after block of simple 'clean-up and repaint' rehabilitation projects all began with a few boxes of flowers.

In *Garden Blocks for Urban America* Louise Bush-Brown introduces the idea of garden blocks by mentioning English country gardens, cottage gardens in Scotland, and the many examples of terraced plantings and window boxes in the cities and villages of Italy and Sweden. In an initial meeting of settlement house directors, public housing advisers, and concerned citizens it was suggested that a Garden Group be organized for the purpose of installing flower boxes on homes in a few pilot blocks in the slum areas of Philadelphia. The settlement houses formed the administrative units for their geographic areas. The presidents of suburban garden clubs were invited to a meeting and asked to assist in the project. Eighteen clubs enthusiastically agreed to act as sponsors for the pilot groups. It was decided that applications to participate in a Garden Block

program must come from the residents, and that 80 per cent of the families on a block should agree to participate.

The settlement house staff prepared information posters and the tenants of the selected blocks were informed of the date set for delivery of the first plants. In the mean time the men and boys on the block made the flower boxes from a design suggested by the Neighborhood Garden Association. A booklet was prepared to cover construction of the boxes, soil, planting, and care of plants.

The first Garden Block was planted on 7 May 1953, and by the end of the morning every house on the block had a window box gay with geraniums, petunias, lantanas, and vinca vines. Mrs Bush-Brown continues:

On the day designated for the planting of the flowers there was great excitement on the street. Steps were scrubbed, and the sidewalks were swept. Before the last box had been planted one of the women had gone around the corner and purchased a small can of paint and was on a step-ladder painting the woodwork around her door and windows. Later that day several other women on the block had followed her example, and when the men came home from work they took over and vied with each other to see who could do the best job. (P 15)

In the Philadelphia tradition many of the houses touched the sidewalk, with front steps extending a few feet onto the cement. The tenants of these houses were invited to choose a shrub or a small tree in a tub instead of a window box, if they wished.

Teenage boys formed a patrol to protect the flowers and keep the block clean. In spite of dire predictions of vandalism there was such pride and pleasure that none occurred.

More and more neighbourhoods asked to participate and the concept spread to small back gardens and vacant lots. The residents cleared trash-strewn, empty lots and designed sitting gardens and tot-lots and areas to be divided into individual vegetable gardens and flower plots. School classes, girls' clubs, 'golden age' groups all joined in the project to undertake certain tasks. Private schools, safety patrols, and many additional garden clubs acted as new sponsors in answer to requests to participate from all parts of the city.

This was not a large government renewal project, extensively studied and planned and implemented and evaluated. It was a simple, human approach to ease a desperate social problem. It brought new pride and dignity to residents, inspired individual improvements, and,

most important of all, in area after area proved a vital force in neighbourhood conservation.

The garden block concept has spread to many other American cities and has received international recognition. In London, Ontario, the idea was received with interest, and under the sponsorship of the London Public Library a similar project in that city has been implemented.

WAREHOUSE CONVERSION

Equally innovative and effective are some renewal projects on the west coast of Canada.

In September 1968 nearly six hundred people went for a walk in the rain in Vancouver. Gastown, with all its success and renown, is the result of that afternoon walk. Inspired by Mrs Evelyn McKechnie and sponsored by the Community Arts Council of Vancouver, the walk was organized to point up the possibilities for contemporary use of a large group of deserted warehouse buildings and abandoned business blocks. Woodward's Department Store provided advertising posters and placards for the prewalk publicity and then designed identification flags for the thirty tour guides on the walk. Dad's Cookies and a caterer donated refreshments, an art gallery owner offered the cavernous area behind his shop for 'auditorium' space, and a distinguished Vancouver architect, Arthur Erickson, came to give the opening address.

Mr Larry Killam, one of the first people to grasp the potential value of the area, began to purchase and renovate buildings. The Town Group was formed to administer the projects and other private investors followed Mr Killam's lead. As the area developed, the city of Vancouver became involved by providing some public funding for certain projects. Gastown was then given Heritage Area designation.

Gastown has had its growing pains. The influx of prosperity displaced many of the unfortunate destitutes who had congregated there in old hotels and flop houses. Several interested citizens recognized that this problem had to be solved and they formed the Cordova Redevelopment Corporation, with generous assistance from CMHC. Several buildings were renovated to provide accommodation for the former tenants on the top floors, with commercial space at the street level to supplement the necessary low rents for tenants.



ABOVE Gastown before the 'walk in the rain.' BELOW The aesthetic and environmental changes after renewal (Courtesy John Fulker)

Gastown has now become one of the major tourist attractions in Vancouver and a year-round delight to the residents of the city.

COMMERCIAL BLOCKS

The British Columbia capital, Victoria, has a glorious climate, a remarkable island setting and harbour, beautiful gardens, and a reputation for being 'a little bit of old England.' It is also a unique city in that change and progress, so enthusiastically embraced by

most Canadian cities, have neither been encouraged nor imposed. In fact, Victoria has taken firm steps to prevent developments that would have deleterious effect on the character of this city, with all its low-rise construction, its green spaces, and its growing accessibility to the waterfront.

What was a depressing view of the harbour across a desolate parking lot ten years ago is now the core of a busy, attractive area in the heart of Victoria called Bastion Square. When one building in this square was offered for sale in 1967, the city of Victoria purchased it with the farsighted idea that the area could be rejuvenated as an attractive commercial and social district. This first building was resold with covenants restricting use, alterations, and additions. With this 'seed fund' other buildings surrounding the square were purchased. The desolate parking lot is now an inviting people-space. A bright sidewalk restaurant, benches in the shade, attractive paving, bountiful flower baskets, and refurbished buildings are all set off by a beautiful view of Victoria's harbour.

This city is leading the way in its appreciation and development of a beautiful coastline and seascape. So many other Canadian cities have turned their backs on the water. Access to water areas is restricted; potential quays, parks, and beaches are unrealized, and views and vistas obscured. The shoreline is instead covered with railway tracks, deserted industrial sites, derelict wharves and warehouses. Ideally the tracks could be removed, the industrial sites cleared, and the wharves and warehouses renovated for new public functions. Victoria is now planning a complete renewal of the inner harbour area south of Bastion Square, and buildings on the shore to the north are being restored for new uses.

As an ideal retirement city, Victoria also became an appropriate centre for an innovative experiment in housing for the aged. An old hotel on a downtown corner was renovated to provide accommodation for elderly people. How much more pleasant for these people to be in the heart of the city where there is activity and life and a concentration of services within easy walking distance rather than being filed away on the outskirts.

REHABILITATION THROUGH SUBSIDIZED TRAINING

Some rehabilitation may also be undertaken in conjunction with completely different programs which are, however, adaptable to our

purposes. A single building, a row of houses, and even whole groups of compatible buildings can be renovated at much less than normal cost by applying these principles.

The Winnipeg Board of Education suggested a program in 1972 for the practical application of technical school training. By actually renovating several dozen houses in conjunction with classroom training, the students would apply their knowledge of plumbing, wiring, and carpentry to the improvement of buildings for low-income housing. They would be assisted and supervised by professionals in the building trades. Financial co-operation between the board, the city of Winnipeg, and the province was anticipated for the initial costs of acquisition and supplies. Unfortunately co-operation from the unions was not realized for this project. In other areas where young apprentices are in demand this training approach can be workable. Municipal or provincial participation is not always necessary, but union co-operation is essential. If a program of this type can be arranged with a school and supervised by either working or retired professionals, it can be of great value. CMHC can be of assistance, as well in providing financing and professional guidance. Loans for such projects can be repaid within a reasonably short time from sales or rents.

In New York state a similar plan was applied to a program sponsored by the welfare department of the city of Buffalo in 1971. In this instance the apprentices were school dropouts and delinquents with an incomplete education and no trade. Volunteers from the building trades planned and supervised the work as a training program. The largest expense was the acquisition of the 'trial' house and the necessary supplies. Upon completion the house was sold, and the initial 'seed' money used to purchase the next house, while the profits were divided among the students.

In London, Ontario, another co-operative project was implemented by the Housing Standards department in 1971-2. A program of housing rehabilitation, property clean-up, and sidewalk repairs was achieved with a combination of imagination, community concern, and practical assistance from a winter works grant. In a neighbourhood of small homes and deteriorating amenities the city hired workers from the unemployed and welfare rolls to rehabilitate houses with materials supplied by the owners. At the same time vacant lots were cleared of debris, fences replaced, driveways, walks, and steps improved, and sidewalks and curbs renewed. Labour is the

biggest item in building renovation, and this plan removed that burden from the owners who, in most cases, could afford the materials needed. When an elderly lady could not afford to buy needed paint, the Senior Citizens Association was able to provide it. As well, the city made necessary street improvements for the cost to the municipality of the materials alone. The neighbourhood has a new look and an aura of neatness and renewed vitality.

Consider a co-operative program with one or more of the institutions or organizations that I have mentioned, such as technical or high schools, welfare, building standards or building code departments within the municipality, and construction or building trade unions. Apprentice training and therefore work accomplished can also be developed under LIP and, when available, winter works grants.

Several of the projects described generated activity, interest, and participation beyond just the rehabilitation of a house or a few buildings or the installation of a few flower boxes. People began to take a wider view of their surroundings and to consider the broadened perspective suggested earlier. They began to see other large and small details of their environment — the amenities around them.

AMENITIES

An interesting discussion with Professor Douglas Richardson of the Department of Fine Art at the University of Toronto sparked my appreciation of the meaning and value of amenities. With great eloquence Professor Richardson discussed the qualities of a neighbourhood, and those things which provide amenities in it:

Amenities are elusive things. They may be either tangible elements or intangible aspects but in either case they induce sensations of pleasure by their appearance, by the sense of value or quality they bring to the area, by the extent to which they broaden the range of appropriate functions in an area. The buildings themselves may generate a sense of amenity by the relatedness and the relationships which exist among them: not only 'good' buildings — exceptional things of a high quality of design, with significant architectural detail intact — but also the more typical buildings which account for the bulk of any part of the city. Those buildings of minor interest, the street they stand on, the spaces between the buildings, the landscaping, the 'street furniture' and a thousand small things are truly important, too. Taken together all these constitute the aura of a piece of

the city: both the dominant look that derives from the scale, the colour, the feel, even the sound of its ordinary components, and the special character that comes from its most distinctive elements. And they vary — sometimes enormously — from one part of the city to another.

Professor Richardson describes an area of Toronto that includes both the elusive things and the tangible elements that should be recognized, appreciated, and retained or inserted.

Chestnut Park, a northerly extension of Rosedale, is an example of planned residential amenity. It is now a centrally located residential neighbourhood, centred on a street of the same name, and jealously maintains its gracious individuality. The houses are much of a period — the 1910s and '20s — and so consistently built of the same materials, to the same scale, with the same set back from the street that this establishes a base for a feeling of unity. There are no long, hard vistas dominated by high-rise construction overlooking the individual dwellings, as in other parts of the city. The streets are not through streets but deliberately shaped in a series of snake-like curves with boulevards while the side streets are staggered, with grassy islands at the intersections slowing the flow of traffic, softening the appearance of the street and producing unusual views. All are lined with rows of mature trees on either side. The sidewalks are paved with red brick and the lighting is provided by short standards with circular globes — both features distinctive of this area in the city. Garden walls here and there help to define the street pattern, broaden the range of textures, give a sense of enclosure; some are solid stone, others open iron-work. By contrast the other houses have lawns that flow in complimentary unity. The net result is a special quality, that is more than the bushiness of vegetation or the tranquility of atmosphere. In this instance, the houses are substantial and a high proportion are of superior design, but the sense of amenity is more than the sum of these; it is almost a work of art in itself. (These comments are taken from a personal letter from Professor Richardson.)

Amenities are not just those structures analysed and approved by architectural historians, or those neighbourhoods planned to have special character, but the whole range of visual incidents woven together and spontaneously developed. The neighbourhood consists of what is: it has grown and evolved through good times and bad; it reflects a wide range of continuing contributions, opinions, and economics; it is what the residents know and are familiar with; it is

every small and large thing on the street. It may be boisterous and busy or serene and peaceful; it may have a quiet nineteenth-century atmosphere or a busy twentieth-century feeling; in addition to imposing houses set on broad boulevards it can be cottages on a little lane. It is detail and decoration, colour and texture, trees and gardens, empty lots and playgrounds, schools and churches and the corner store. These are the aesthetic and visual things available. They can be changed, added to, even improved upon, but also damaged and destroyed. They should be approached with care and consideration, handled gently with a feeling for their interacting qualities.

Before discussing the many elements that can add new qualities to urban conservation, I would like to digress somewhat to bring to mind a tremendous Canadian achievement from the not too distant past that made use of these components to create an unforgettable experience. I am referring to Expo '67, and we can learn a great deal from that success. So many exciting and unique ingredients, innovative ideas, and fragments of delight and pleasure were concentrated on that small site in the middle of the St Lawrence River that it would be impossible to capture them all. Instead, the dominant features that were present everywhere to serve every visitor can be noted as effective components to add or retain in the creation of more interesting and pleasant city blocks or neighbourhoods. Expo contained some elements that can be adapted permanently to enhance every city and town in Canada, and others that can be used in promotional activities and events.

Most Canadians who attended will never forget the aura of those islands in that summer of 1967. To analyse that atmosphere we might begin with the excellent use in combination of natural things — trees and shrubs in infinite variety; flowers in large beds, bordering walks, spilling over balconies, and hanging in the most unexpected places; water in serene ponds, bubbling over rocks, cascading into falls, shooting high and spraying into intricate patterns; rocks and stones and wood used in all kinds of landscaping, connected and enhanced by green lawns. The manmade decorative detailing used in banners, flags, and pennants of great beauty and imagination; graceful bridges; quiet sitting areas; attractive lighting fixtures at your feet and overhead; practical, attractive litter baskets; benches and seats everywhere; coloured and textured plazas and stairs; clusters of little shops and kiosks in the most marvelous explosion of colours to astonish and delight the eye in every

direction. All these inanimate, silent things were brought to life with sound and movement; calypso music down there, a hurdy-gurdy here, rock music there, a band marching across the way; jesters and clowns and dancers and acrobats; the tinkle of bells and the tooting of little trains and boats. Then add what Expo did to and for and with the thousands of people who attended. Human beings of every colour and age smiled at each other, spoke to strangers, formed friendships in the long waiting lines, relaxed and ate together, shared the excitement of foreign art and architecture, and were equally thrilled by the pageantry of music and sports and theatre from all over the world. And everything was CLEAN; litter-free, washed and swept, and well cared for.

How can we make use of the elements of that success? All of these qualities can be applied in some measure to heritage preservation, community events, and project implementation. They can be related to the discussion of amenities and adapted to our needs and resources.

As we have discussed earlier, public information and publicity are vital ingredients of a thorough conservation program. From the lesson of Expo we can learn to use some ideas to attract attention and interest.

Attractions

We seem to have forgotten the flags and banners used so profusely fifty years ago for everything from royal visits to rodeos and country fairs. They add colour and movement and a circus excitement to drab streets. Printed banners may serve as advertising; swags can be added to storefronts; and flags and pennants on or in front of a heritage building are eyecatching. They need not be traditional designs; any combination of bright colours and attractive design will serve the purpose. Our national and provincial flags have been used so extensively on supermarkets and gas stations that I strongly recommend the use of other flags instead. If you want to be more elaborate, search your historic origins and use family tartans or city crests for the buildings you wish to emphasize. Old flags and bunting tucked away in attics may come to light once you start to make enquiries.

Use sound and entertainment in public events, whether they are fund raising activities or tours or outdoor educational programs or neighbourhood gatherings. Draw attention to planned projects with

suitably dressed strolling musicians. Whether they play madrigals or rock, the idea is to spark interest and add gaiety and imagination to the event. Involve children's groups, high school bands, pipers, rock groups, anyone who just likes to play an instrument.

These are all ingredients to draw attention, to attract interest, and to add delight and involvement to informational and publicity-oriented events.

Street ingredients

In the chapter on surveys I suggested including all the smaller elements and structures of a neighbourhood or streetscape; these are the intrinsic amenities that help to create the ambiance. They are not only some of the practical items such as traffic signs, utility poles, and fire hydrants (which are difficult to change or adapt) but other items that are within the realm of the private citizen to retain, redesign, or install.

First there are the private details on each block: signs, fences, walls, lawn ornaments, walks and stairs, porches, trees, hedges and garden areas on private residential and commercial property. Most of these are integral parts of a neighbourhood except for some modern discordant additions in commercial blocks. It is to be hoped that, where neglect and decay detract from an area, owners can be persuaded by example, directly, or with assistance, to improve their properties.

Then there are the public pieces and places on each block: the practical things, signs and utilities, mentioned above, along with benches, litter baskets, lights, boulevards, park and playground areas, sidewalks, and parking lots. On public property or vacant land take the opportunity to improve or contribute amenities. Some additions may add to the pleasure and usefulness of the neighbourhood, while others add safety and convenience.

Benches

It has been said that you can measure how civilized a city is by the number of places there are to sit down. Considering that in some Canadian cities you can walk for blocks and blocks and find only an occasional transit-stop bench, many of our cities appear rather uncivilized. High-rise plazas frequently provide only the edge of a planter to sit on; the shopping centre philosophy is to 'keep them on their feet and moving.' Older commercial areas are usually without

seats of any kind. Even in public parks there are few benches, or they are placed on the perimeter, facing the traffic and noise rather than being grouped and sheltered in the middle of the park in conjunction with plantings and groups of trees.

As long as pedestrian traffic is not obstructed, add a sit-down amenity. It can be just a bench, with or without a back, or a group of small individual seats under a tree, along a boulevard, or in front of a set-back building. Where the space is adequate, instead of a wire protecting frame for trees, use a circular seat. Along one side of the green in New Haven, Connecticut, for example, there are pairs of facing benches with a small square concrete table set between each. The table is marked off in squares for checker or chess players. People gather and become acquainted. They also look around and enjoy the street and take a small part in its activity.

Flowers and trees

'Somehow, a growing breathing thing can generate feelings that no manmade furnishings can.' This comment from *New York's City Streets* by Mary Grozier and Richard Roberts expresses the miracle of new life and the enchantment of colour and variety that can be added to an environment with the introduction of flowers and greenery. In Europe city landscaping is a highly developed art from which we can learn a great deal. Whether created by the professional florist or the home gardener, planters and window boxes at railroad stations, large flower beds around public buildings, single pots in profusion on a bare wall, window boxes and clusters of trailing vines on apartments and houses, hedges that shield sidewalk cafes, and trees shading garden restaurants — all add a special quality to a city or village. On this continent the southern United States is famous for its fragrant magnolias and flowering shrubs, San Francisco for flower stalls on busy street corners, Victoria for luxuriant hanging baskets, and Ottawa for its tulip festival which has developed into a major tourist attraction.

Civic tree-planting programs where two trees are planted for every one that is cut down, should be encouraged. Parking lots can be disguised with hedges and brick or stone planters, even cooled and enhanced with trees scattered throughout.

The two principles behind Mrs Bush-Brown's *Garden Blocks for Urban America* can be expanded to any situation and adapted to commercial as well as residential neighbourhoods. Window boxes and



Street furniture for socializing: ABOVE in Gastown in Vancouver and BELOW in Le Petit Bourgogne in Montreal
(Photographs courtesy the *Vancouver Sun*; the author)

tubs are a start, but you can expand your ideas to anything that will hold soil and water — old barrels cut in half to make two planters, clustered or stacked cement blocks, groups of drainage tiles, precast cement forms, and railroad ties cut and joined to form large planters. On Belmont Avenue in Toronto old bathtubs painted red and filled with red petunias make a bold and effective colour pattern on the street. The secret is to choose containers and plantings that form an appropriate composition of colour, height, and design for an area.

Dedicated gardeners always have cuttings; florists may make contributions in the spring; agricultural schools and tree farms can assist with advice and donations; professional landscapers often have trees and shrubs to discard from relandscaping and thinning operations: lower your investment by utilizing some of these resources.

The second goal of the participants in the Philadelphia project was to involve the community as much as possible. The goal is not only to add amenities but to communicate an enthusiasm for them as a cooperative endeavour and a shared responsibility.

Water

In quiet pools, trickling brooks, and impressive fountains water holds a strange enchantment for people. It has a serene cooling effect in any setting; it supports fish and plant life, and, with a small pump, can be directed into intricate patterns, particular sounds, and even changing colours with the addition of lights.

We do not take advantage of even our natural water resources. Small streams, rivers, and ponds in a city are often littered with garbage, inaccessible, and neglected. Rather than investing in an elaborate fountain or a big lilypond, I would suggest instead that the natural resources at hand be used whenever possible; never overlook their potential value as an amenity.

If you choose to add a pool in a green space or along a mall, omit the fish and plants. North Americans have a compulsion to throw coins into anything bigger than a puddle, and, with a discreet invitation, your preservation fund can benefit to a surprising degree.

Play space and quiet space

The delightful playgrounds for small children at Expo '67 emphasized the fact that play areas need not be filled with expensive gymnastic equipment. Using the principle applied there and selecting

a few of the components, even a tiny space in a city block can provide a safe, interesting, continually changing experience for children. The Children's Creative Centre at Expo was rebuilt daily by the children, using the 'loose' materials provided: blocks, boards, boxes, small ladders, and saw-horses. Polly Hill has written several booklets on creative playgrounds that include plans and layouts as well as illustrated construction sheets for play equipment. These are available from the Children's Environment Advisory Service at CMHC head offices in Ottawa (address as noted in chapter 2). Vacant lots, unused lanes, parking areas, even a section in an established park can be adapted to play use. (Abandoned or unused land is, however, owned by someone, and permission for use must be obtained.)

A simple little park for adults to sit in is also a very desirable amenity. The basic requirements are benches or seats and something to provide shade — fencing, canopies, arbors, or trees. The area need not be large, extensively landscaped, or expensively furnished. Ideally, it should only be green and restful. Street noises can be partially screened with shrubs or a paling fence; they can be completely masked by running or splashing water. Rocks and a few plants can be used as landscaping material; old bricks, discarded timbers, and railroad ties are useful for steps and paths.

A Little About Lots, described as a vacant-lot guidebook, is available for \$1. from the Parks Council in New York City (80 Central Park West, New York, NY 10023). Other ideas for spare lots can be developed, depending on community needs and interests.

Two other elements are really municipal responsibilities, but gentle reminders from you may be needed. One is lighting and the other involves city housekeeping, such as street cleaning, garbage pick-up, and the provision of litter containers.

Lighting

Many cities in Canada are fortunate in still having nineteenth-century street lighting fixtures. Their light is soft, pleasant, appropriately located, and ample: they should be retained at all costs. In neighbourhoods where lighting is inadequate or must be replaced, use your influence to obtain sympathetic lighting fixtures rather than fluorescent or mercury vapour lights. City engineers may not appreciate my opinion on lighting: high-intensity illumination is fine for

highways and bridges, but it seems hostile, even stark and cold in many downtown areas. In residential areas it detracts from a pleasant atmosphere at night.

Cities in the United States are experiencing methodical destruction of street lights to darken areas where mugging and rapes are common. Adequate lighting is important, not only to discourage crime, but to encourage people to use their streets in the evening. It is also a matter of municipal responsibility. Someone in the neighbourhood, however, can be asked to assume the responsibility for checking the lighting: surveying what exists, noting any damaged or defective lights, and contacting the related department at city hall.

Housekeeping

Nothing adds more to a visual impression of decay and neglect than accumulated garbage, dirty streets or sidewalks, and refuse-strewn lanes and empty lots. Clean-up is a neighbourhood responsibility where private property is concerned but a municipal task in public areas. Some cities have trash campaigns with extra garbage pick-ups in the spring and fall to encourage attic, garage, and property clean-up. Extra service calls can be arranged with the sanitation department. Unkempt public or semi-public areas around school yards, church properties, shopping centres, office buildings, drive-ins, or car lots should be brought to the attention of the owners in a diplomatic or amusing form letter.

Ideally city-owned land such as public streets and boulevards, parks, and town squares are cleaned and maintained on a regular basis. If this is not being done, start with gentle reminders to the city maintenance department.

Litter baskets are often pieces of street hardware that we pass regularly and do not see. Can you think where the nearest litter basket is? If the members of the public are not aware of these, they cannot use them. One step is an anti-litter campaign. Another is to redesign and recolour containers. Such baskets need not be uniform throughout a city. There is no reason why they cannot be unique in each neighbourhood. Since the city must replace and renew them from time to time, be prepared to suggest some new ideas if your streets do not have enough or if you would like to introduce a new design. A few containers that have particular appeal to the candy-bar and popsicle crowd could lead to better street habits in the future.

As a last resort with regard to problems of sanitation and clean-up, the department of health can be called upon to take more effective action.

CREATING THE AMBIANCE

If the preceding sections appear to have little to do with historic preservation or building conservation, let me put them into perspective. The discussion of amenities embodies two principles that I have come to consider essential. First, just as planning cannot be done in a vacuum, expensive preservation of a single building may not be advisable in a totally hostile environment. Nor can conservation of a group of buildings be achieved in isolation, without careful consideration for the maintenance of their environment. If a single valuable building is located in a completely unsympathetic setting, such as railway yards, no amount of expensive restoration will recreate the atmosphere of the past. On the other hand, if neighbouring decrepit buildings and old warehouses can be renovated to contribute architecturally and economically to the setting, it is possible to create a new and useful urban amenity out of a scene of alienation and decay.

Environment must be considered in the evaluation process. Streetscape and neighbourhood conservation must, therefore, be more than just building renovation. Regardless of the income or social level of the residents, living is more than just a roof overhead. The qualities of life in human expression, education, social development are all enriched beyond the private front door—in the street, in the neighbourhood, and in the community. If the surrounding environment is bleak and desolate, without colour and interest, without amenities, the human experience is stunted, uninspired and monotonous.

The second principle of importance concerns human dignity, pride, and personal achievement. The concept used in *Garden Blocks for Urban America* was a tactful assist, a careful leg-up; not a condescending hand-out, not humiliating charity. The simple psychological principles used in that project can be applied to larger and larger undertakings. The Garden Block residents were given an opportunity to create, to choose, to use their own imagination, to work co-operatively, and to assume responsibility. Just as each person adds personal touches to a rented room, so he should be

entitled to express himself in a neighbourhood endeavour. This individual expression introduces ideas, and the subsequent interaction with others sparks new concepts. Talking, planning, and then working together form the basis for co-operative effort. Accordingly, if each person or family is given responsibility for some area, no matter how small or trivial, the sense of dignity and achievement grows.

The failure of many high-density urban renewal projects can be attributed in part to the complete lack of any of these considerations. By the same token truly community-oriented projects should provide for active participation by the residents from the outset, whether they are concerned with the conservation of housing for low- to middle-income families or neighbourhood improvement projects or accommodation for older people. A low-income bracket, an incomplete education, advancing age do not negate a desire for pleasant things, a need to express personal tastes, enjoyment of a garden and green spaces, or a desire for good play space and recreational facilities for children.

Many areas are now benefiting from community involvement in planning. Two quite different neighbourhoods in Ottawa are in the process of redevelopment and replanning. Lower Town is a major rebuilding area in which the residents are requesting community health services, additional green spaces and trees, and fewer high-speed roads. Sandy Hill has been fighting an expressway that would not only physically divide the community but could also destroy a growing neighbourhood appreciation of the area. The residents are studying methods to bring in better health and recreational facilities as well as more parks and play areas for children.

A man earning \$50,000 a year has a wide choice of housing, of neighbourhood atmosphere, and of social and recreational amenities, as well as the ability to influence where parks or schools or new buildings should be located in his community. Is there any reason why a man with a smaller income should not have the same choices to some degree; is he not concerned about neighbourhood deterioration; does he care any less about healthy exercise, safety, and a good education for his children?

To assist with some of the problems encountered in attempting to accomplish this task, I would like to note some sources of information and general assistance. More and more seemingly unrelated university departments and private firms are involving themselves in housing, rehabilitation research, citizen involvement studies,

and urban quality analysis. A few examples are listed here; you may wish to contact similar departments and firms in your own community.

COMMUNITY SELF STUDY Extension Division, Algonquin College, Ottawa, Ontario.

Established to react only when approached by the community; an evident need, community interest, and established organization were prerequisites for College participation. After analysing and interpreting community needs, College personnel (coordinator, faculty, and field-work students) would guide the community group, 'act as catalyst and provide help and support to the participants.' The College classified its role under these headings:

- 1 Developing Community Leadership Skills;
- 2 Linking Developmental Forces in the Community;
- 3 Enabling Development Through Consultation;
- 4 Mobilizing Resources for Development.

URBAN DESIGN CENTRE Vancouver, BC

Producing self-help booklets for renovations and rehabilitation:

- 1 'The Layman's Home Improvement Guide — Section 1 — Permits, Codes and City Hall'
- 2 'The Layman's Home Improvement Guide — Section 2 — Materials Quantities and Costs.'

ONTARIO HERITAGE FOUNDATION Toronto, Ontario

Established by provincial statute in 1967 to represent the public interest in historic preservation and to act as a custodian for works of art and gifts donated to the province, the Foundation also strives to assist local groups with appropriate projects. This may be in an advisory capacity or by making occasional direct grants, particularly for study purposes.

INSTITUTE OF URBAN STUDIES University of Winnipeg, Winnipeg, Manitoba

Director: Dr Lloyd Axworthy

Involvement of students and professional staff in study and research to produce information booklets such as:

- 'Mark VIII Infill Housing Project';
- 'A Report on the Rehabilitation of Older Houses in a Lower Income, Inner City District';
- 'An Urban Colouring Book with Good Ideas';

175 Adding amenities and ambiance

'Design Feasibility Study for Injecting an "Infill" Housing System into an Older, Residential District' by Eric Barker.

DEPARTMENT OF SOCIAL PLANNING City of Vancouver, Vancouver, BC
Commissioned a planning consultation to put forth proposals for area conservation resulting in the publication 'Time Present and Time Past' by Michael Y. Seelig.

ONTARIO HABITAT FOUNDATION Toronto, Ontario

A non-profit organization in Toronto that was formed to assist persons or organizations in establishing co-operative housing projects. It provides a range of technical support, advice on mortgage financing, aid in the development of co-operative education and management programs, and assistance regarding other aspects of housing and housing policy. Its projects range from a 26-storey building co-operative initiated by the United Auto Workers in Windsor to a renovation program covering a variety of existing housing in the Beaches area of Toronto's Ward 9. OHF publishes a brochure explaining its services and programs; it is available from the foundation at 51 Wolseley Street, Toronto 133, Ontario.

NORWICH UNION LIFE INSURANCE SOCIETY

The Norwich Union Life Insurance Society provides an invaluable rehabilitation service based on the Norwich Plan for downtown restoration. An excellent film is available to any interested group, explaining the administrative process as well as general guidelines for implementation and procedures for such a project. The most recent film documents the adaptation of the plan to a commercial area in Niagara Falls, Ontario.

The society requests two weeks' notice for scheduling, and as this is purely a public service, there is no mention of life insurance and the presentation is free of charge. You may either contact the local branch of Norwich Union or write to Mr J.J. Charles, Supervisor, Marketing Service, Norwich Union Life Insurance Society, 60 Yonge Street, Toronto, Ontario.

VANCOUVER ENVIRONMENT EDUCATION PROJECT University of British Columbia

Project director: Professor C.J. Anastasiou

Designated as lesson aids for the BC Teacher's Federation are a series of booklets including:

- 'A Community Study for Primary Children';
- 'Neighbourhoods';
- 'Vancouver Houses.'

COMMUNITY DEVELOPMENT BRANCH Ministry of Community and Social Services, Province of Ontario, Toronto, Ontario

Publishes a series of booklets to assist community groups to plan, organize, and operate various programs. Extensive coverage is given to the potential resources available from the three levels of government in *Resources for Community Groups*.

Many departments of architecture, fine arts, history, geography, and environment within universities or technical colleges would welcome the opportunity to participate in practical community projects. Take advantage of this expertise and enthusiasm at every opportunity. Their students are always interested in summer jobs in their fields as well, if the finances of your group can be stretched to provide salaries.

In stressing amenities and ambiance I hope that I have been able to convey a total picture of the value of the aesthetic environmental qualities. There is a great deal more that a sociologist might add, that an educator might emphasize, that health authorities would consider important. Those things will have to come from their pens. My concern is with preservation of the irreplaceable; with the value that should be accorded to what is; and, most important, with the people who will be affected by and involved in our efforts to preserve.

Show and tell

Human history becomes more and more a race between education and catastrophe. (H.G. Wells, *The Outline of History*)

Are you and the members of your group frequently involved in confrontation with city council members, municipal planners, and developers; in a panic about the fate of yet another old building? Do you go on at length about its aesthetic value, its age, and its importance, only to have your listeners turn away? Do you eventually stand on the sidewalk watching the cherished building settle into a pile of rubble? Do you sum up your concern by asking, 'Why doesn't somebody do something?'

The only reply to that question is 'you' are the 'somebody,' and the 'something done' must be the result of an increasing ability on your part to solve preservation and conservation problems. A new approach, based on an up-to-date knowledge of preservation values, on new conservation methods, on current planning intelligence, and on practical economics can increase your influence and develop your strength.

Your goal is to say to the decision-makers in your community, 'We have ten buildings (or one or one hundred) that have *documented value*, for which we can suggest a *viable contemporary use* based on *sound financial principles*, that we and many others wish you to include as a planning element in this city.' You are then members of a block of knowledgeable and influential voters taking a practical approach to preservation for the financial and aesthetic benefit of the city. You can make this statement of strength because you have made a point of informing yourselves about the new advances in this

field and you have in turn spread your knowledge to all levels of the community.

There is no doubt that this description is an over-simplification. Such a statement from a group demands a tremendous amount of work, education, inspiration, and enthusiasm, but it is this approach which has been most successful in cases of citizen participation in heritage preservation or neighbourhood conservation.

We can now begin to look at the various components that will give you the confidence, the background, and the facts to make such a statement with conviction, and in turn to have it accorded the credibility and respect befitting your contemporary and practical approach.

Let us consider first education for the two different, perhaps opposing, groups that are involved — 'you' and 'they.' 'Your' education is the education of the people in the group or society or those who are already committed to preservation, but frustrated by the apparent hazards and problems involved. Those concerned with preservation may be unable to apply their commitment to contemporary developments or unable to communicate it skilfully enough to increase public support and influence attitudes at the official level. The lessons and further study suggestions included here are therefore aimed at increasing the ability of the committed to participate, to influence, and to communicate. Then it will be possible to begin 'their' education — the education, by various means, of those who are unaware or passive, unconvinced or violently opposed to, *any* consideration of old building conservation. Situations vary, but I would include in this group some provincial and municipal officials, both elected and appointed, some merchants, realtors, business and professional groups (men and women), some builders and contractors, some community associations, school groups at all levels, and other clubs of local or regional origin.

'YOUR' EDUCATION

On the assumption that you have assembled at least a small nucleus of people who either feel strongly about preservation or are banding together because of a potential threat to their environment, then you have, in effect, the basic elements to proceed: (1) concerned citizens, and (2) a goal.

It then becomes essential to make sure that not only does the group speak as one, but that all its members say the same thing; that

is, that the group's purpose is very clearly defined. 'A single voice' is always evident in successful projects; an atmosphere of co-operation and give-and-take prevails among the members of a group which succeeds. Documented community group projects indicate, time and time again, the collapse or near-collapse of entire organizations because conflicting views and narrow self-interests have turned meetings into shouting matches and minor disagreements into hardened opposition. Some groups have spent the first year or two in endless wrangling over private goals and administrative procedures. To achieve and maintain unity depends, in great measure, on the chairman or president of the group. Finding a strong, tactful, basically neutral chairman may not be easy, but even if it is necessary to go outside the group to fill this position, it is extremely important to make the right decision. Many citizens' groups have acquired the volunteer services of a lawyer, an alderman, or a member of the city planning department to chair their meetings and to provide some professional assistance. Watch for men and women who are persuasive and successful at other meetings and in public affairs. You may be surprised to discover a number of people who are also interested in heritage buildings or historic preservation and who are willing to guide you through the problems of planning and implementation.

Next, we all share a selfish interest in our homes, and challenges to our bank accounts and our security are very real and sometimes frightening. But at the very beginning it is important to convince the various factions in the group that a successful project is based on the entire group's concern for the community as a whole, that private interests and particularly individual conflicts must be set aside. This is where the highest goal must be set, where the group broadens its outlook and establishes its purpose on the basis of two specific elements: (1) what it is fighting for, or what the threat is; and (2) what weapons are available to wage the battle and defeat the threat.

It is really as basic as that; everything else is clutter or embellishment. By 'clutter' I mean conflicts and disagreements, and these must, of course, be resolved. Although I am not generally an advocate of establishing committee upon subcommittee upon *ad hoc* committee, I nevertheless feel that committees are often successful in resolving disputes. A few members working outside the parent group, studying related situations and arriving at an intelligent assessment of a situation to provide several alternative solutions to a problem, can save hours of argument at public meetings. Such committees, given

specific problems, can enlist the assistance of professionals in the area of their particular concern. Lawyers, planners, engineers, architects, developers, and people in the financial field will frequently be willing to volunteer some time to answer a clearly stated and specific enquiry. The committee system is also a means of utilizing more of the membership, establishing a broader base of knowledgeable people, and giving everyone a sense of personal involvement.

'Embellishments' are tangents, sideroads, and wider ranging issues. Do not weaken your original purpose by attempting to include elements that do not have a very direct application to the designated threat and planned solution. If the members of the group have a tendency orally to ramble in all directions at meetings, it may be useful to write out the threat or problem and the goal(s) on a poster. Display the poster prominently and refer to it regularly if unrelated issues and distractions begin to waste valuable time at group meetings.

Eventual success demands compromise, co-operation, and good will, plus many hours of effort and hard work, ideally sprinkled with a sense of humour and an occasional purely frivolous activity — rather this approach than a big GRIM task from beginning to end.

Seemingly very democratic, very clearcut and easy, this type of undertaking will probably be none of these things! You will encounter feuds and grievances that you never suspected; you will discover prejudice and bigotry and stubbornness that may shock you; you will be discouraged and frustrated. But you are familiar with your own community, its residents, their prejudices and strengths. My suggestions are only guidelines within which to begin, and you must decide whether you can predict and cope with what may occur once these initial steps are taken.

With a group assembled and very definite and specific goals established, begin to acquire the knowledge that will help the group to become that 'block of knowledgeable and influential voters' capable of making the 'statement of strength' mentioned above.

Lesson 1 — Understanding the community

The first fact we must accept is that much of the current municipal legislation and contemporary urban planning philosophy negates heritage preservation, or, to put it another way, encourages demolition of the old in the name of so-called progress: 'new is better.' We can proceed either to adapt, to work within, or to attempt to change this legislation and this philosophy.

The first lesson contains the basic information necessary to understand clearly legislation and planning at the community level. In chapter 2, provincial legislation has been defined as the framework within which municipalities are permitted to govern. Keeping the group's particular problem in mind, study the general by-laws that relate to it in any way. After you have read a few by-laws, it gets easier; and if you can enlist the assistance of a lawyer, so much the better. He will not only be able to guide you to the relevant material, but he can point out what may be considered the loopholes or the possibilities for adaptation. Planning by-laws are also worth close scrutiny. Not only will this background arm you with the information necessary to fight your own battles, but it will also enable you to judge and assess other developments and proposed legislative changes in the community as a whole.

I have suggested asking a lawyer for assistance when, in fact, this information should be freely available and clearly explained by the municipal departments concerned. The municipal organization must be clearly understood. It is becoming more and more common 'to fight city hall,' but to fight city hall you must know city hall. Do not hesitate to ask for information about what makes the city run. Learn what the various departments are responsible for and how they should be responsible to you. City administrations should be persuaded to publish such information, but to my knowledge none has. For each of the subjects discussed I shall attempt to note the relevant departments, but the titles will differ, and the local telephone book listing for city administration may be the best guide. Be prepared either to spend a great deal of time on the telephone or to be shuffled from one office to another if you go in person; persevere; do not be put off. You are fully entitled to this information. Again, keep in mind that municipal departments exist to serve you.

Lesson 2 — Understanding the language

It is necessary to clarify some of the more common terms that are often confusing to people who are reviewing legislation or studying the planning operation.

The biggest threat to preservation of the structures with which we are concerned is *zoning*, particularly changing zoning regulations in the older and sometimes deteriorating areas of our cities. What were pleasant residential neighbourhoods near the core of a city are being rezoned for higher densities as a result of business and apartment needs and pressures.

We have discussed the planning acts of some provinces. From these municipalities are encouraged to design and submit plans for the use of the land within their jurisdictions. (Keep in mind that all cities and towns have not necessarily done this as yet.) In this clarification of land use zoning is determined and density established. Zoning defines those areas that will, for example, be devoted to industrial, residential, and recreational uses of the land. Various codes made up of letters or numbers are used for each of these zones; in an area where land use is regulated, the classifications and definitions can be obtained from the planning office.

For example, a residential designation of R1 may include everything from single-family dwellings to a group building project permitting six dwelling units per acre; an R4 zone may allow fifteen dwelling units per acre. Within each of the zoning areas other amenities such as hospitals, small businesses, doctors' offices, clubs, and community services may be included; they are noted under each classification. As well, access to a property, fire lanes, and parking requirements are established for the types of buildings in each zone.

Spot zoning occurs in a classified area where for one reason or another one parcel of land is rezoned or reclassified. We hear of it most frequently when a city changes the zoning to accommodate the plans of a developer, but it also occurs under other conditions; sometimes it is down-zoning, a decrease in density to protect a neighbourhood from undesirable change. This latter method of protection is rare, but it is one to remember, because, used with discretion, it can protect valuable older buildings.

Non-conforming use describes the use of a building or area that does not conform to the use specified for that zone. It occurs when a particular building or establishment is allowed to continue its previous function in spite of a new zoning classification. If, after the new zoning is established, the owners wish to change this use or the building is sold and a different use is considered, the new use must conform to the new zoning regulations in effect. Also, when an exception to the use in a zoned area is applied for and granted, this is designated a non-conforming use.

In residential areas *density* refers to the number of dwelling units on a section of land, usually an acre. In a commercial classification the amount of floor space on a given piece of property determines the size of the building. Stated as the *floor space index* (FSI) or *floor area index* (FAI), this measure determines that for so many square

feet of property there shall be a given ratio of floor space or a ratio of the gross floor area of a building (or buildings) to the gross area of the lot on which the building (or buildings) is located. As a builder is sometimes required to leave an open area on some or all sides of his building, to provide delivery access or fire lanes for instance, he must divide his remaining available land by the floor area allowed to determine the height of his structure. *Floor space ratio* (FSR), another term used in some cities, is applicable to residential buildings. Residential ratios can be calculated in this manner:

Lot size: 60' x 120'

Living space: Two-storey house, with 800 sq ft of living space on each floor (unfinished basement and attic not counted)

$$\begin{aligned} \text{FSR} &= \frac{\text{Living space}}{\text{Lot size}} \\ &= \frac{1600}{7200} \\ &= 0.22. \end{aligned}$$

In some cities a bonus system is in effect whereby a developer is allowed an increased FSI for additional open space. This results in tall, thin buildings, usually set in an expanse of concrete — bleak and chilling in the winter, searing and sterile in the summer. (Looking down from the Calgary Tower at noontime, I noted that the many cement ‘people spaces’ were deserted, while a tiny patch of grass and trees in front of an old building downtown was crowded with people ‘eating out.’)

Become familiar with local zoning, classifications, and density figures. Ask someone from the planning department at city hall to speak to your group to explain the city’s pattern and plans for land use. If a city is without an established plan, the municipal government’s explanation of future planning policy is an important part of your education. We are moving into an era of intense planning covering larger and larger geographic areas. It has become vital for expanding cities to establish an overall concept whereby certain functions are relegated to certain areas. Urban planning and urban geography are very much in fashion, not only in universities, but in the government priority scale. It is only recently that either of these disciplines has given any thought to heritage conservation. Citizens’ groups, rising up to protest the demolition of heritage buildings within a

carefully assembled, planning-board-approved development, leave many planners astonished and puzzled. They are suddenly confronted with public opposition to their 'beautiful, soaring, new futuristic addition to the city'!

When a community resists the pre-packaged future ordained for it, the planners shake their heads and murmur about looking backward, about not facing reality, about wishful thinking.

These taxpayers and voters don't have to settle for the lesser of two evils. They can insist upon planning that preserves the best of what they have. (Mary Anne Guitar, *Property Power*, p 200)

People living in cities and towns that do not as yet have a registered or established land use pattern have a particular advantage at this point in time. They can insist that aesthetic values be added to urban development and planning. Also it is only at this stage that decisions can be influenced; once they are established and implemented, undoing or revising becomes increasingly complex.

Keep in mind that the definitions and suggestions here are examples not common to every municipality and province across Canada. Each group must review and assess its own situation and the by-laws and acts that affect it.

Zoning, as a method of designating land use and establishing densities, has been criticized for the obvious effects it has on land values, rent, and housing costs. A neighbourhood of single-family dwellings rezoned for increased density provides a very real enticement to demolish and redevelop. To purchase, frequently at a good price, older homes, clear the land, and build high-rise residential or commercial units with high financial return is a solid investment for any developer. The same justification for redevelopment also applies to older commercial areas. Aside from a large financial investment on the part of a preservation group, its only weapon is a complete understanding of zoning classifications, coupled with a continuous and persistent scrutiny of planning activities and decisions at city hall. Planning-board meetings can be very boring, but, if you really want to see how the system works, they are an education in themselves and worth the time spent attending them.

In addition to zoning terms the following definitions will help to clarify planning terminology and municipal by-laws.

Assessment is the valuation placed on a building and property by city all for taxation purposes. Guidelines determining the methods used for calculating assessments may be a provincial or municipal

responsibility. Check with the assessment office for jurisdiction and the basis for evaluation. Certain alterations or additions in the course of renovation of older buildings will influence assessment. Since assessments vary from city to city, the only general guideline I can provide is that normal upkeep and repair do not affect assessment while improvements do in varying degrees. However do not shy away from changes because they may raise your taxes. The increase may be minimal, and if the renovation is going to improve the value of the property in either rent or sale returns, it is well worth it.

Building height is the vertical distance from the averaged ground level to the top of a roof if it is flat. Residential buildings with a peaked roof are measured from ground level to a distance half way between the line of the eaves and the roof peak. A rough guide is that commercial and high-rise buildings average 10 feet per floor, so that a twenty-storey building will be approximately 200 feet high.

City-street clearance is the distance from the front property line of one house to the same line of the house across the street. The measurement is taken over curbs and sidewalks, directly from one property line to the other.

Easement designates a right to some use of adjoining lands or buildings. Technically defined in Anger and Anger's *Summary of Canadian Commercial Law*, easement is 'a right acquired by the owner of one piece of land, to the use for a particular purpose, of adjoining land which is owned by another person.' As well as the right of way over land there is 'the right to encroach upon land, (a) by the wall of a building or part of it, (b) by overhanging eaves, (c) by overhead wires and (d) by underground drain or water pipes.' If hydro and telephone companies have been granted an easement to come onto or use a part of a property, this should be noted in the deed. A right of way or a right to light are easements. Easements have been granted in some cities in the United States to preserve building façades, and in continental Europe and England where street lighting is frequently attached to buildings.

Residential units:

- single-family dwelling — a detached building internally planned for the use of one family;
- duplex dwelling — a detached building divided horizontally into two dwelling units;
- row dwelling — a detached building divided vertically into three or more dwelling units, e.g., town-houses;

- semi-detached dwelling — a detached building divided vertically into two dwelling units, e.g., a double;
- apartment — a detached building that is divided horizontally and vertically into three or more dwelling units.

Restrictive covenants: A covenant is defined as an agreement between persons or parties; or as an understanding or promise of legal validity. Restrictive covenants, then, are specific terms in a deed that can control future use of a building, alterations, additions, or demolition. If you possess a building of value that you want or are forced to sell, control of its immediate future can be written into a deed. Obviously you must find a buyer who is agreeable to the specified terms, as 'covenant' indicates, but once you have done so, the building acquires a reasonable degree of protection. The deed, with the noted covenants, *must* be registered.

These deed restrictions or covenants are not legally binding beyond the first agreement and sale and can be discharged or altered by a court appeal. Changes in land use, spreading commercial development, or rezoning may cause the alteration or cancellation of such covenants. This is not to say that such restrictions have not been used to good advantage. The buildings comprising Bastion Square in Victoria were resold with restrictions, and the subsequent success of the area guarantees their future protection.

Setback is the distance between the centre line of a street allowance and the nearest part of the main wall of a building. Variations will occur in rural locations.

Street hardware includes public signs, benches, utility poles and lines, bus-stop shelters, waste receptacles, and lighting fixtures.

A glossary of 'urban terms' titled *The Language of Cities* by Charles Abrams is an excellent reference work providing an extremely thorough range of some nine hundred definitions.

There is one large area of municipal jurisdiction that it would be impractical, in fact impossible, to consider here. These are the by-laws, guidelines, or provincially established standards for fire safety, health regulations, exit requirements, and plumbing and heating specifications. The regulations in nearly every city differ from those in the next, and it will be necessary to check with the local authorities. The contemplated use of a structure determines the category of standards required for each facility. The municipal building inspector's office will be able either to answer some questions or certainly to direct you to the relevant departments.

Once you have worked out the preservation philosophy discussed in chapter 3 and completed the survey and subsequent evaluation, you know what individual buildings, groups of commercial or residential buildings, or streetscapes are the most valuable, based on the Heritage Priority List. If you have acquired some of the information I have outlined, it may be useful to attempt to apply it in a practical way. Then, working through a test case with some questions to be answered, your group can assess its strengths and weaknesses.

Let us assume, for example, that an old fire station has turned out to be one of the top priority buildings. (Or use an example of your own choosing from your community.) You have been able to acquire it for a nominal fee or as a gift. It is structurally sound, but shabby and outdated as far as plumbing and heating are concerned.

- 1 What are the various possibilities for its use?
- 2 Is the zoning right for any or all of these uses?
- 3 If not, is a change possible? Is it practical from the municipality's point of view?
- 4 How much renovation is necessary for each suggested use?
- 5 What changes in exits, plumbing, heating, and sanitation are necessary for each use?
- 6 Is there a potential market or are there possible tenants?
- 7 What structural elements have to be changed to accommodate new uses?
- 8 What interesting design details could be retained to add atmosphere to a new use?

You may wish to apply this technique to several buildings in order to compare responsibilities and costs. Assign priorities and, if there are enough people, establish small groups to consider the problems and possibilities of each situation (e.g., buildings suitable for a museum, for low-cost housing rehabilitation, for commercial redevelopment, or whatever). You will then be able to see what your next steps are or what you have to learn to be able to proceed intelligently. Is the biggest problem financing? zoning? community support and public relations? design? professional assistance?

Other questions will occur to you. I am trying to suggest here only the things you must know, the elements that must be part of your education.

Lesson 3 — Community action

Dealing with a group of people in a small neighbourhood program or on a large rehabilitation project introduces another subject of study.

I have mentioned that conflicts and selfish interests frequently come to light in almost any group of people gathered together for a cause. With reference to such community projects, the operative group may form in two basic yet different ways; each results in different kinds of dissension, which must be recognized and resolved.

The first type of gathering is composed of a group of people, primarily from one neighbourhood, who have seen a need in their own community. They have the advantage of coming together voluntarily for a cause common to all. They do not have to be convinced of the need for action, and they are actively seeking solutions. They are also completely familiar with their neighbourhood and its residents. Their problems have arisen from a lack of knowledge of community action procedures and an unawareness of resource agencies and materials. It is within this kind of assembly that personal conflicts may hinder positive action.

The second kind of group comes together from outside the community. Preservation groups, government agencies, university students and professors, or a private urban or design institute may see the needs of or the threats to a neighbourhood. This external agency wishes to bring the residents together to accomplish a task that it sees as important. Its members have the advantage of being able to see the community situation from the outside, from a broader perspective, away from established prejudices; they also bring to the project an extensive background of related research and the resource people needed. On the negative side they may have difficulty in relating to the neighbourhood group, particularly if they have no appreciation of the community atmosphere. The textbook approach and 'ivory tower' principles are often beyond the grasp of the participants from within the community and frequently too structured to adapt to non-standard situations. It must be acknowledged that every situation is non-standard, and both groups should approach every project with care, starting with a small manageable field of activity.

Both administrative units are effective if their disadvantages can be overcome. Two requirements must be emphasized for both: (1) the need for homework or related study before the project is implemented; and (2) good, thorough, repetitious neighbourhood information.

Whatever the basic involvement may be — citizen participation, fighting city hall, neighbourhood improvement, housing rehabilitation

— there are projects like these well past the experimental stage and now thoroughly analysed and well documented. In Canada, and particularly in the United States, a wide range of related projects is covered in innumerable books, government publications, and magazine articles. Some of these works are completely negative; some are encouraging and very helpful; many are comparative studies, describing a particular plan that has been imposed on several areas and comparing the results.

I suggest that some of this material be reviewed. The comparative studies may prove to be the most useful because they document why one project was a success and another a failure, even though the same basic methods were applied in each case. If you can analyse the differences and faults, you will be in a much better position to undertake your own project. In any of the group situations, and for whatever reason the group has come together, the goal or goals must be understood, unanimously accepted, and clearly stated.

There are several exceptional books which I strongly recommend to further 'your' education.

Not only for historical background but to broaden your judgment of future Canadian preservation legislation. I feel that *Preservation* by Wayland Kennet provides the most concise and knowledgeable coverage available of the British experience. Starting with the first seeds of preservation legislation in the late nineteenth century, Mr Kennet realistically reviews the evolution of preservation laws and planning controls. He also includes some interesting case histories on buildings and areas in England that have experienced the same threats well known to conservationists in North America. It is enlightening to discover that in Great Britain historic preservation is also thwarted by councils intent on accommodating developers, traffic experts, and big business.

Two books on rehabilitation provide excellent guidance on not only the design elements but also the practical aspects of conserving old buildings. *Remodeling Old Houses Without Destroying Their Character* by George Stephen contains extremely useful information on preserving and replacing those parts of a structure that contribute to its style. He suggests compromises for lowering costs and replacing parts that can no longer be bought or successfully copied. Good proportions as well as bad stylistic elements are explained in detail for both exterior and interior work. Whether you are dealing with a small house or a large building of some type, Mr Stephen provides

ideas and solutions for many of the problems that you are bound to encounter.

Two women writing from experiences in New York City, Deirdre Stanforth and Martha Stamm, have published *Buying and Renovating a House in the City: A Practical Guide*. With excellent pictures and a very readable text they cover many examples of rejuvenated neighbourhoods across the United States, not only individual efforts, but major government-assisted conservation programs. The practical problems of financing and mortgages, plumbing and heating, carpenters and contractors are thoroughly discussed.

Two 'action' publications appearing in 1972 recognize the growing concern with environment and conservation. Published by the American Association of University Women, the *Tool Catalog* is written on the assumption that every reader is an activist, either a co-operative, unified, and collaborating activist or a competitive, hostile, pressuring activist. In its 246 pages the book provides the most extensive, most thorough coverage of this subject I have seen. With very little philosophizing it covers subjects such as dealing with institutions, influencing and writing legislation, media relations, how to use petitions, how to organize demonstrations and meetings, how to take a survey, how to prepare proposals and recruit speakers and professional help. Each subject is considered under a set of headings: 'How To,' 'Uses,' 'Resources Needed,' 'Action Checklist,' 'Helpful Information Sources,' and 'Key Points.'

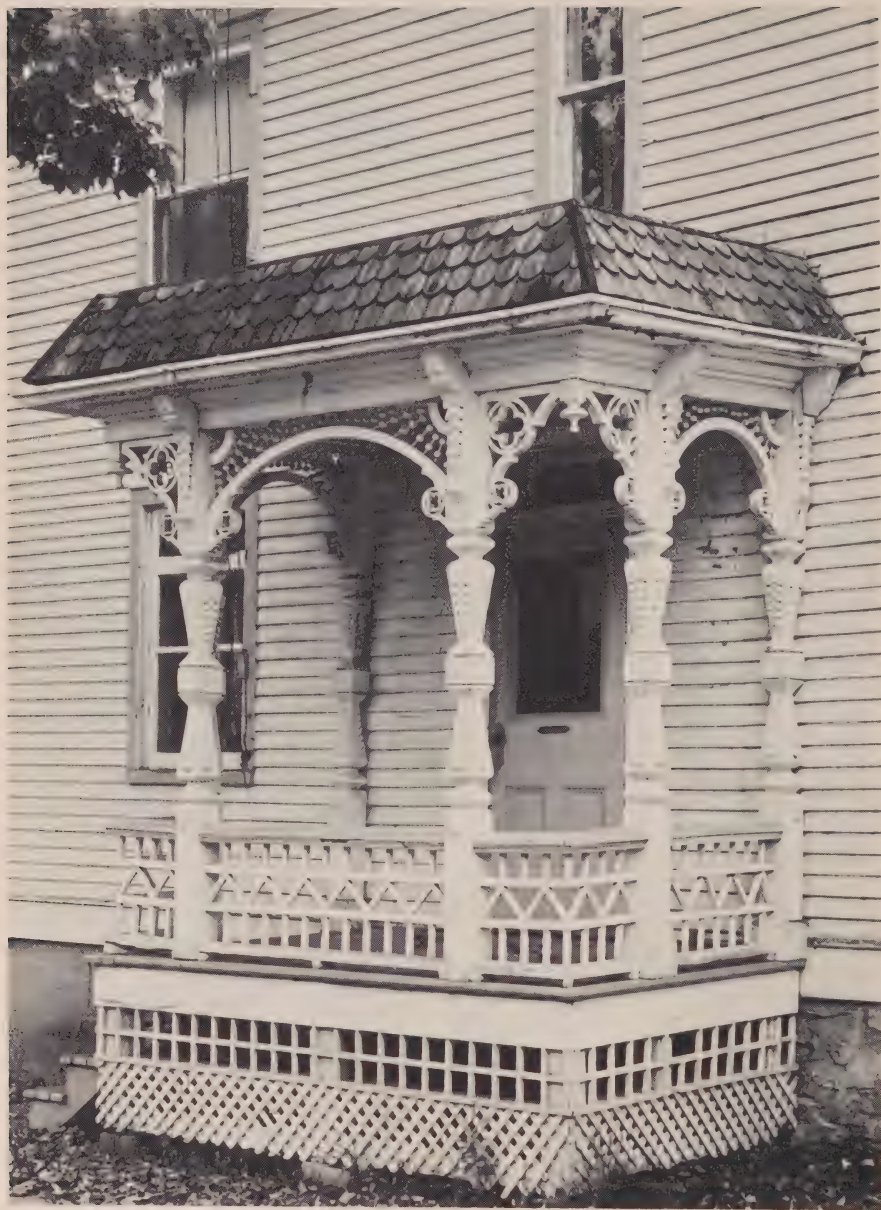
In *Property Power* Mary Anne Guitar is primarily concerned with the battle to preserve green spaces, woods, streams, and recreation areas. Her book is subtitled, *How to Keep the Bulldozer, the Power Line and the Highwaymen Away from Your Door*, and within this context she includes the conservation of heritage values. The campaigns and methods she describes for conserving a natural environment are equally applicable to the preservation of a pleasant and valuable 'built' environment.

'THEIR' EDUCATION

The unaware, the passive, the unconvinced, and the violently opposed members of the community were mentioned earlier as the second target of educational programs on conservation. You might ask, 'Where to begin?' I would ask, 'Where did you begin?'



Decorative detail enhancing a roof line in Montreal (Courtesy NFB Photothèque)



Delicate gingerbread trim, Merrickville, Ontario (Courtesy NFB Photothèque)



Decorative window treatment: LEFT in Nova Scotia and RIGHT in eastern Ontario (Photographs courtesy NFB Photothèque; E. Ross)

Lesson 1

Start with a brainstorming session within your group to establish some basic concepts with regard to historic preservation. Your goal is to attempt to interest and educate others in order to gain support for something that is of extreme value to you. As a starting point ask the members of your conservation society to analyse their motivation. Why are they willing to donate time, energy, and sometimes money towards saving buildings? What values do they see in

preservation? What do the buildings or neighbourhoods contribute to the environment and the 'sense of place?' Why should they remain as part of the community? What aesthetic qualities do the buildings display? Specifically, what individual design elements of craftsmanship, colour, materials, and proportions lend character or interest or value to these buildings? And, perhaps most important, what was the first seed of interest? For each person where did the appreciation begin, and why? Did it begin, as Peter John Stokes notes in *Old Niagara On the Lake*, with a father 'who took his young boy by the hand to see old buildings'? I recently heard two speakers emphasize, with regard to other matters, the point that to be able to pass on an enthusiasm, to explain a commitment, to articulate an atmosphere, one must dig deeply for his own emotional origins on that subject.

Once you can begin to enunciate this inspiration, you can in turn design an educational format for others. The 'classes' may be composed of a whole range of people: students from elementary levels to university, members of business and service clubs, social groups, rate-payer associations, elected and appointed municipal officials, realtors, and businessmen. Plan to adapt your 'lesson plan' to your audience. Children will respond to something active — a walking tour or making a model or drawing from an example. Businessmen and realtors are interested in the practical aspects of preservation. For women's groups design elements, interior details, ideas for contemporary use may inspire a commitment. Challenge older students by asking for ideas for design and use, economic solutions, environmental aspects.

Whatever ideas are used, their main purpose is to enlist support for conservation. Such support can take many forms; it can be inspired by two basic elementary teaching principles — relate the subject to the students and generate involvement. Using slides, drawings, architectural plans, models, old and new pictures, any visual and graphic material available, show people what is of value and why. Set up walking tours, bus tours, carriage rides, open-house events, picnics in an old garden, dances and 'theatricals' in a court-house or jail, teas and community suppers in a large old house or church, candlelight house tours on a spring or fall evening. In the southern United States conservation groups sponsor tours with a 'bird and bottle' lunch (fried chicken and wine). (Given our liquor laws, cake and cider? foam and fowl?) Use any method, any means, any excuse to gather people together to make them look and use and appreciate. Again be

sure that there are knowledgeable and informed tour guides or group leaders who can clearly 'teach the lesson.'

This educational goal is perhaps best expressed by Arthur P. Ziegler, Jr, in his publication *Historic Preservation in Inner City Areas*:

The group should show the community what architecturally valuable districts and structures it has; not only should such structures, such districts be clearly noted, but their aesthetic qualities and their *usefulness* must be fully described. The group must enthusiastically point out how these landmarks can continue to serve the community through specific new uses or revival uses. (P 5)

Lesson 2

One of the realities of life seems to be that many residents of a city or town are seldom aware of the architectural values of their community. Instead of looking at and appreciating the buildings around them, they either dismiss them as 'those old buildings that have been there forever' or else they never look up from the sidewalk or above the street level. It often takes new residents to point out the interest and unusual features of a commercial or residential area.

As well, the historic architecture of Canada has such variety from province to province that a sensitive traveller cannot help but be inspired by the contrasts, while a life-long resident of a particular area looks on his surroundings as very ordinary, and certainly without architectural significance. Many people who have moved from western to eastern Canada, for example, are impressed with the architectural heritage, so different from western examples, that remain. They often become leaders in conservation groups in their new community, and, when sought out, can bring a new perception and enthusiasm to an organization.

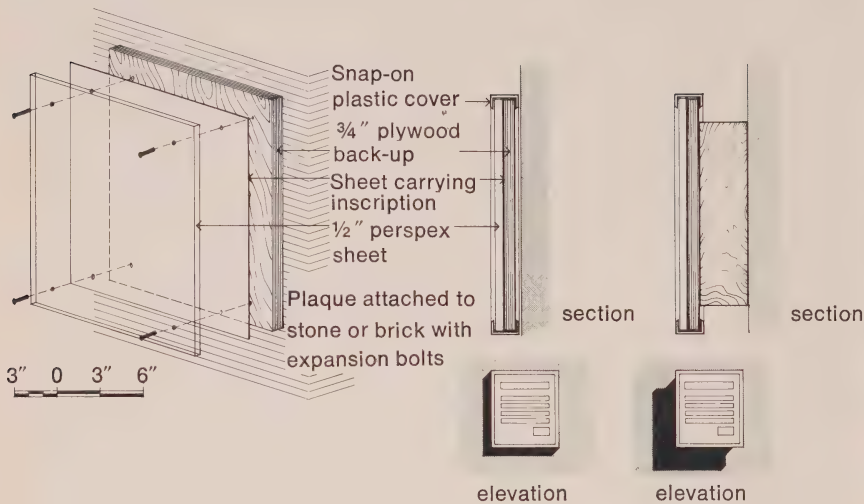
One of the educational goals should be to make local people truly aware; to make them look and SEE! If the valued buildings are marked as well as listed, the general public, in addition to the people who have already been informed, will begin to take notice.

Plaques

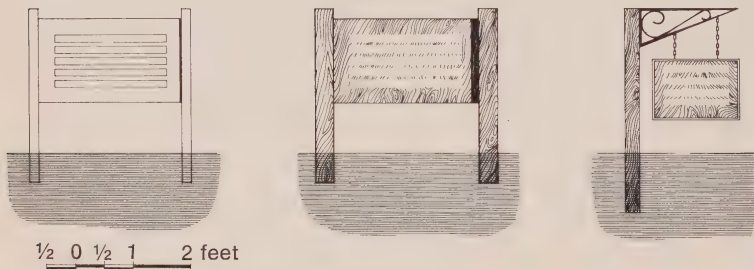
I have mentioned the values of plaquing buildings earlier, although I realize it is considered an expensive procedure. It is, if we think only of the bronze tablets used by federal or provincial historical and archaeological societies. I would like to suggest a few ideas for less expensive designs which can be used for further inspiration.

Preservation plaques

1 Wall mounted



2 Free standing



2" square aluminum standards and plaque

4" square cedar standards and plaque

4" square cedar standard, plaque suspended from wrought iron bracket

(Prepared by Kevin Barnaville)

The signs illustrated on page 196 utilize plexiglass or aluminum sheets or wooden boards. Plexiglass or perspex, as a protective or covering material, is one-half the weight of glass and twice as strong. A one-foot-square sheet, ¼-inch thick, costs less than \$2 and it can be used for either wall-mounted or free-standing plaques. Examples 2 (b) and (c) can also be made of wood, with a painted or printed strip-plastic text. Example 2(c) can be made similar to the wall-mounted example, either as is, or with a back-to-back text, covered with a plexiglass sheet on both sides.

Commercial sign companies can offer advice on the most practical materials and comparative costs. Newspapers or printing firms may offer their assistance as a public service. Involve as many people as possible; use the handymen in your group or high school art and wood-working classes to design and build plaques, and ask another group to research buildings and compose the texts.

Permission must of course be obtained to install a plaque on a building or on private property. As an alternative, a city-owned boulevard space or surface (poles, posts, signs) can be used for mounting, providing permission has been granted.

Lesson 3

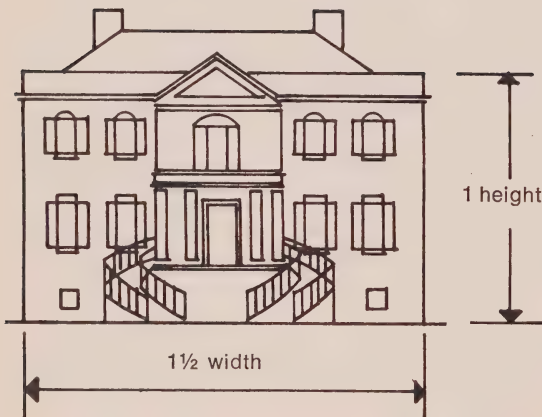
Design criteria

Early streetscapes of innumerable Canadian cities and towns have been permanently scarred and aesthetically desecrated by replacing old buildings — infilling — with new structures of blatantly unsympathetic design: bulky, slab façades, incompatible materials, clashing colours, and unrelated window placement, all topped with competing neon signs. Many of these modern mistakes could have been avoided through the application of a few simple principles of environmental compatibility and good design. 'Good manners in architecture do not require that all buildings on a street look alike or even be in the same style, any more than social good manners require everyone to wear a gray suit, and there is still plenty of scope for variety in design and in the selection of manufactured parts' (George Stephen, *Remodeling Old Houses*, p 54).

A set of design criteria for assessing compatibility for 'Historic Savannah' in Georgia was developed in the late 1960s by Muldawer and Patterson, Architects/Urban Designers and Eric Hill Associates,

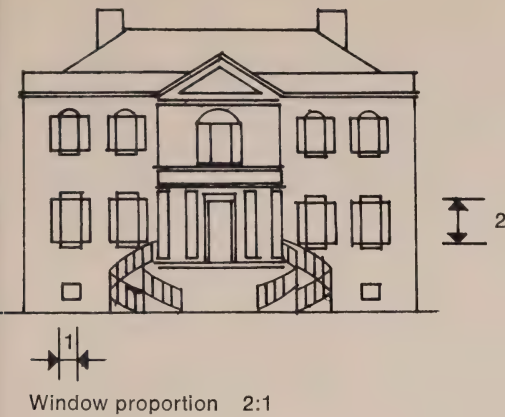


CRITERION 1. Height — This is a mandatory criterion that new buildings be constructed to a height within ten percent of the average height of existing adjacent buildings.

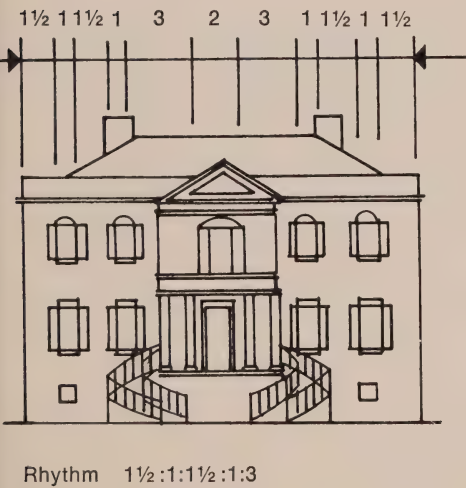


Ratio proportion 1:1½

CRITERION 2. Proportion of buildings' front façades — The relationship between the width and height of the front elevation of the building.



CRITERION 3. Proportion of openings within the façade — The relationship of width to height of windows and doors.



CRITERION 4. Rhythm of solids to voids in front façade — rhythm being an ordered recurrent alternation of strong and weak elements. Moving by an individual building, one experiences a rhythm of masses to openings.



Rhythm 4:1:4:1:4

CRITERION 5. Rhythm of spacing of buildings on streets — Moving past a sequence of buildings, one experiences a rhythm of recurrent building masses to spaces between them.



Rhythm 1:3:1:3:1

CRITERION 6. Rhythm of entrance and/or porch projections — The relationships of entrances to sidewalks. Moving past a sequence of structures, one experiences a rhythm of entrances or porch projections at an intimate scale.

201 Show and tell



Material/brick
Texture/raked joint
Color/red brick grey trim

CRITERION 7. Relationship of materials — Within an area, the predominant material may be brick, stone, stucco, wood siding, or other material.

CRITERION 8. Relationship of textures — The predominant texture may be smooth (stucco) or rough (brick with tooled joints) or horizontal wood siding, or other textures.

CRITERION 9. Relationship of color — The predominant color may be that of a natural material or a painted one, or a patina colored by time. Accent or blending colors of trim is also a factor.



CRITERION 10. Relationship of architectural details — Details may include cornices, lintel, arches, quoins, balustrades, wrought iron work, chimneys, etc.



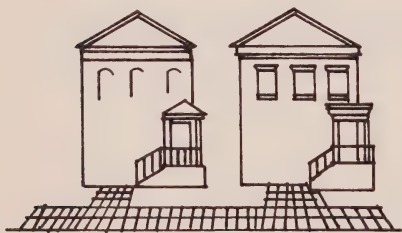
CRITERION 11. Relationship of roof shapes — The majority of buildings may have gable, mansard, hip, flat roofs, or others.



Walls and landscaping continuous

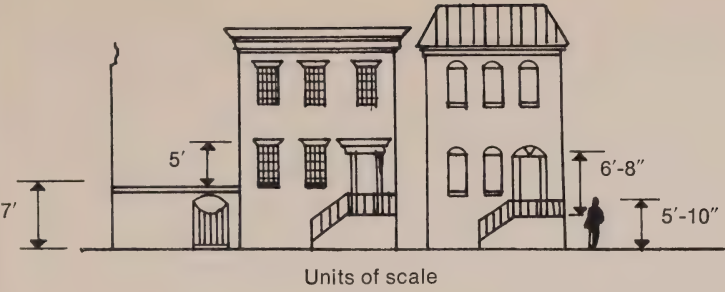
CRITERION 12. Walls of continuity — Physical ingredients such as brick walls, wrought iron fences, evergreen landscape masses, building façades, or combinations of these, form continuous, cohesive walls of enclosure along the street.

CRITERION 13. Relationship of landscaping — There may be a predominance of a particular quality and quantity of landscaping. The concern here is more with mass and continuity.

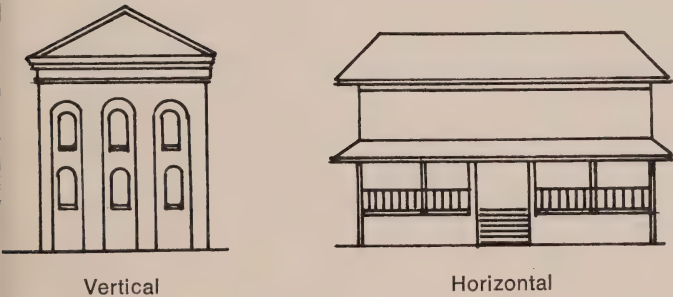


Ground covering

CRITERION 14. Ground cover — There may be a predominance in the use of brick pavers, cobble stones, granite blocks, tabby, or other materials.



CRITERION 15. Scale — Scale is created by the size of units of construction and architectural detail which relate to the size of man. Scale is also determined by building mass and how it relates to open space. The predominant element of scale may be brick or stone units, windows or door openings, porches and balconies, etc.



CRITERION 16. Directional expression of front elevation — Structural shape, placement of openings, and architectural details may give a predominantly vertical, horizontal, or a non-directional character to the building's front façade.

Inc, Planning Consultants. I have been given their kind permission to publish their criteria here (pp 198-203, reprinted from *Historic Preservation Plan, Savannah, Georgia*, published by *The Department of Housing and Urban Development*, Washington, DC pp 12-17). For your own use and particularly for the education of architects, municipal design councils, city planners, merchants, and developers their principles should be studied and used.

The principles are universal. The elements and proportions can be adapted to a variety of architectural styles either in individual buildings or for groups and streetscapes. A building in Savannah must conform to at least six of the sixteen criteria listed to be considered compatible with its neighbours. Although designed for blocks of older buildings, residential or commercial, these criteria could be applied as effectively to contemporary designs in a suburban development for example. Driving through an area built in 1920, or 1970, will illustrate that criteria 1, 5, 7, 8, 10, 11, 13, and 15 are pertinent. These criteria are invaluable, not only for an assessment of present buildings, but as an important guide to the design, massing, and proportion of new structures being added to an older area as infill or found buildings undergoing alterations.

Applying these criteria to older buildings in your own community will add impact to a presentation designed to further 'their' education.

Once you are established as a knowledgeable conservation group, you will no doubt receive enquiries regarding interior and exterior alterations, additions and extensions, and any number of renovation possibilities. The design elements illustrated above can usefully be adapted to local architectural influences. Also be prepared to advise on interior trim, wallpaper, colours, fireplaces, stair details, and original floor plans. This may have to be guesswork unless your research has unearthed some explicit descriptions, drawings, or photographs. In Quebec, for instance, early building contracts were written to cover the most intricate details, often including the colour, size, and design of all interior trim. These are available in the provincial archives in Quebec City, but most other areas in Canada are without precise records of this type. As experienced architectural historians are rare and we have very little reference material in this field, it may be necessary to advertise publicly for the information required or search the reference sources noted in chapter 3. From



Practical implementation of the design criteria noted above in this architect's view of how infill structures can complete the renewal of a block
(Courtesy A.J. Diamond)

these sources you will be able gradually to set up your own reference library and resource centre. Let it be known that you have this capability, and you have established another educative method.

HISTORICAL SOCIETIES AND FOUNDATIONS

The results of extensive research may be available from a source that has not previously been mentioned. In addition to the agencies discussed thus far there are many organizations and societies established to accumulate and study the artifacts, documents, and records of history. Historical societies, some in conjunction with museums, and organizations set up to preserve a particular building or neighbourhood number approximately four hundred in Canada with a paid-up membership of about thirty thousand people. There are, for example, about 136 groups in Ontario, 54 in Quebec, 56 in British Columbia, 46 in Alberta, and so on.

The material being collected and protected by such societies is invaluable, and the individual groups are accomplishing a task that provincial agencies might never get around to. There are many dedicated people who have devoted years to the task of assembling historical data, and their efforts should not be overlooked. Gradually the importance of this work is being recognized, but professional cataloguing and preservation are necessary. The National Museums of Canada are providing assistance, but it is a tremendous job, not to be

accomplished in a short time and seldom accomplished without broader local interest and support.

Individually such societies have had little political influence or community impact. Thirty thousand people form a potential source of strength, but without a knowledge of city planning, urban conservation and political activity, this strength is seldom realized. Once a group acquires this information, it is in a position to turn outward, and, with its background in history and architecture, it can become a very influential educative force. Many such societies have been too introspective; rather than continuing to hold meetings for their own members, historical papers followed by refreshments, they have the resources at hand to further 'their' education.

All the resources for information cannot be mentioned here, nor can all the methods for spreading knowledge even be imagined. Regional history can be used to advantage in both endeavours. Early social activities, sporting events and games, pioneer industry, large and small events of tragedy or humour or progress can add a new dimension to your own knowledge of your community and animation and vitality to your interpretation of its history for others.

In summary of the philosophy put forward here I would like to quote again from Mr Ziegler, whose small book has so much good sense in so few words:

That is why I emphasize the first duty of an historic preservation group is to articulate to a community its indigenous architectural values ...

Preservationists are in a particularly good position to undertake such education. Frequently they are intelligent people, who can effectively present their views. Second, they love their area and have a keen sense of its historic importance. Third, they firmly believe in the utility of historic buildings. And fourth, they know and are concerned with the total city. They are not fusty antedeluvians busily preoccupied with genealogy or misty events of the past; they are committed citizens who want a healthy, interesting, useful, and pleasing environment. (P 9)

The wherewithal

Landmarks commissions will have to do more than make timid appeals on aesthetic and historic grounds. They must prove that preserving the building or area is economically feasible. (Kathleen Agena, 'Historic Preservation — a Matter of Dollars and Sense,' *Planning*, April 1972)

As elusive as the pot of gold at the end of the rainbow, and as sought after, is the magic, all-inclusive solution to financing heritage preservation. Threatened cathedrals, large railroad stations, imposing court-houses, old theatres and hotels and business blocks remain particularly difficult preservation problems in most cities. The basic evaluation, use, and adaptation procedures suggested in previous chapters should certainly lead to new concepts of preservation, but the instant economic formula for preservation, as applicable to cathedrals as to barns, has just not been found.

As desirable as that formula may seem, I do not feel that the conservation cause need come to a standstill because of the lack of it. I hope that by this time financing is considered a relatively small element in the accomplishment of conservation. Ideally, in a situation which is not generously financed new activity should be generated, heretofore untried methods put into practice, and a new realm of influence achieved for the eventual conservation of the thousands of buildings that deserve reconsideration, redemption, and respect.

It is nonetheless important to look at some costs and to try to eliminate some of the defeatist and cynical attitudes resulting from cost estimates; to look at money sources; and to look at money as a tool and as a productive commodity.

A WORD ABOUT COSTS

One way to ascertain the amount of money required for preservation is to listen to the estimates put forward by developers, city councillors, and some planners and architects. Such estimates of purchase and renovation costs frequently involve staggering figures that dishearten and discourage preservation groups. Amounts like \$80,000 or \$350,000 are flung like a gauntlet before concerned citizens who perhaps have few if any financial resources.

I would suggest that such amounts are often meaningless, sometimes even just 'scare' figures. Has the person using the figure actually made a careful estimate, or is it just 'off the top of his head?' Is it used simply to deter conservationists from any further activity? Such a case occurred recently in a large city in Ontario. The new owner of heritage property, after much harassment from the public, set a very high purchase price on the property and gave the preservation group a deadline to meet, feeling quite sure, I imagine, that it could never raise such an amount, certainly not within the time limit. Nevertheless the amount was raised several days before the deadline with the co-operation of many concerned people. The developer then denied ever having set such terms and refused the offer of payment.

When an amount is quoted, pin it down to actual step-by-step costs and then check it yourself. Get other estimates for the work, and consider the possibility that some work and some materials may be discounted or donated because you are a non-profit group attempting to preserve a valuable element of the community.

Let us take that \$80,000 figure. If we assume that one-half is purchase price and one-half is for renovation, \$40,000 then becomes the first amount to cope with. A down payment based on one-third results in an initial requirement of \$13,300 — considerably less than \$80,000, and within the realm of possibility. A seed-fund, shareholders, bequests, CMHC assistance (depending on use), and fund raising are possible sources for this initial amount. The \$26,700 mortgage may or may not be a problem, but it depends on available sources some of which will be discussed later.

Now consider the \$40,000 balance for renovation. First, can the work be done in phases, with amounts spent as acquired? Can the building be made useful by a small expenditure at the outset? Can part of the building then be used to provide an income for further work? Will a short-term loan provide start funds?

There are many other methods for manipulating such figures, and I point out this one simple breakdown to take the 'scare' out of the opposition tactic.

The second method of arriving at a figure is through one's own calculations based on a system of competitive estimates and accurate cost accounting for each step. Costs for renovation and rehabilitating old buildings can be determined by careful planning and timing. In general, there are four major factors that influence costs:

- 1 degree of restoration, based on
- 2 building usage,
- 3 amount of work contracted,
- 4 location.

(1) Degree of restoration The cost difference between the rehabilitation and the restoration of old buildings has been noted earlier. Restoration requires much more careful attention to authenticity, and results in higher costs for materials and labour. A conservative estimate is that pure restoration is approximately twice the cost of renovation.

(2) Building usage Most building codes have three basic categories of building usage:

- private — single-family home;
- semi-private — multi-family dwellings;
- public — shops, restaurants, and other commercial facilities.

In general, private homes are the least expensive and public buildings the most costly to renovate because of the increased building code requirements for fire protection, access and exit requirements, and public washrooms and other facilities in a public building.

(3) Amount of work contracted For new construction a rough breakdown of costs is about one-half for materials and one-half for labour. For renovations the labour costs can be as high as three to four times the material costs because of the 'cut and fit' nature of the work that may be necessary.

(4) Location Rehabilitation in urban areas may be as much as three times as expensive as the same work in rural locations, largely because of the more stringent building codes in urban locales, which require the use of some licensed contractors, and the usually higher labour costs in cities as well.

A rough table to help give you an idea of costs might be as follows:

	Private	Semi-private	Public
	Basic materials + labour = A	A + 25% = B	A - 25% = C
Rehabilitation, urban			
Rehabilitation, rural	A - ½ = D	B - ½ = E	C - ½ = F
x % of work contracted out	A + (x % of cost) = G	B + (x % of cost) = H	C + (x % of cost) = I
Restoration, urban	A x 2	B x 2	C x 2
Restoration, rural	D x 1.5	E x 1.5	F x 1.5

These figures can be modified, subject to the specifics of the local situation, the ratios between local labour and material costs, and urban and rural differences.

In the *Historic Preservation Plan, Savannah, Georgia*, published by the Department of Housing and Urban Development in Washington, DC, estimates of rehabilitation costs are quoted. Based on 1968 figures, they are as follows:

<i>Improved to</i>	<i>Costs per square foot (range and average)</i>
Local code standard	\$1 to \$4 — avg \$3
Urban renewal rehabilitation standard (usually higher than local standards)	\$1 to \$10 — avg \$9
Rehabilitation plus historic preservation	\$1 to \$12 — avg \$10
Rehabilitation plus historic restoration	\$1 to \$20 — avg \$15

Although the actual figures are very much outdated now, the comparisons between various levels of rehabilitation can still be made.

The urban renewal rehabilitation standard noted here would be comparable, in principle, to CMHC standards in Canada, and projects within the programs of financing of the corporation are subject to such standards. Statistics on rehabilitation costs are not as yet

available from CMHC, and as a result figures for such work in Canada are scattered and inconclusive because of the lack of standardized analytical criteria.

Some general figures can be quoted based on the experience of architects and builders who have made rehabilitation a realistic business proposition. With accurate planning and carefully selected contractors the costs of renovating an older structure may be \$5 to \$7 per square foot lower than building anew. The 1972 construction figures for new office buildings averaged \$25 to \$30 per square foot, the higher figure for buildings over twenty storeys. Using a five-storey building with a total of 10,000 square feet of space as an example, a new structure would cost roughly \$250,000. Renovation of an older building with the same amount of space could be accomplished for between \$180,000 and \$200,000. The \$5 to \$7 per square foot saving quoted above is based on a gutted structure; that is, interior elements have been removed and the space redesigned and refinished. A further saving is possible if the interior can be adapted to new uses without this complete reconstruction. CMHC statistics for new housing based on 1972 surveys indicate that construction costs average \$16.18 per square foot. In 1973 a developer, renovating a combination of row-housing and single detached dwellings in Toronto, estimated his costs at \$11 to \$13 per square foot.

Anti-preservationists have consistently used a series of arguments and sets of figures that we can finally begin to invalidate and dismiss because of the growing amount of evidence negating the dollar value of high-rise development. Economically speaking, conservation and preservation have been balanced against high-rise development, and the increased revenues quoted for high-rise buildings have outweighed all other values. We cannot always guarantee that older buildings will lead to an improved tax base, but we can now question whether the type of heritage-destroying development that has taken place is always a financial asset to a municipality. Evidence disputing the myth of high-rise advantages is growing. Developers, builders, some architects, and many municipal officials have been telling us that such development, either commercial or residential, substantially increases municipal tax revenues. We now realize that municipalities have seldom calculated the cumulative costs for the additional direct or indirect services required for office buildings: sewers, power lines, traffic facilities and control, parking space, increased transportation services, and police and fire protection.

During construction there are traffic inconveniences and dangers, damage to streets and sidewalks (a major repair expense to the city), threats to adjacent buildings, and considerably increased street-cleaning costs for several blocks around. We also know that the same services as those noted above are required for high-rise apartments, plus added park and recreational facilities and increased school space.

One city controller has said to me, 'We are just kidding ourselves about financial benefits from high-rise structures.' Researchers in the Ecology Action Centre at Dalhousie University present the following facts:

(1) Increased tax gains from high-rise buildings were exactly cancelled out by increased services for the high-rise buildings. (*Price Waterhouse & Co Borough of York Study*)

(2) Taxes from the central high-rise district constituted 25.2 per cent of total city revenues while services for the central high-rise district represented 27.9 per cent of total city expenditures, a net drain on city coffers. (San Francisco, California, 1970)

In the latter example it is obviously the other taxpayers in a city who must make up this difference, thereby indirectly and inadvertently backing developers and financially supporting the high-rise development.

In a letter to the *Globe and Mail* in 1973 controller for the Borough of Scarborough, Gus Harris, reviewed the past twenty years of development in relation to taxes and considered it a discouraging situation.

Twenty years ago, we flooded Scarborough with every type of residential development. We were told by the political friends of the developers that residential development carried itself as far as taxation was concerned. When it was discovered the taxes on the \$13,000 strawberryboxes did not even cover the cost of education we were told that apartments and more expensive houses would be self-supporting. We built apartments at Cliffcrest and what was planned as the finest subdivision of houses at Guilwood.

Later we discovered the taxes on the apartments did not cover education costs and the houses 'up to \$50,000.' did not materialize because of a drop in the economy.

The flood of residential development resulted in a six mill increase in 1956 ...

213 The wherewithal

We were then assured that high-rise would be the bonanza we were searching for. On paper, it looked good. Six single-family houses on an acre of land providing about \$4,000 in taxes compared to a 20-storey high-rise on the same area netting tens of thousands of dollars in taxes. Again the flood started which has resulted in 50 per cent of the 350,000 residents now living in apartments. But still the taxes go up.

Where education costs were the burden, now other services for the huge population is the problem.

Just take one service, recreation and parks. The budget for this department has gone up 25 per cent a year for the past four years. It is now \$4 million with a request for one mill (\$800,000) more for park acquisition. The 15 year parks and recreation program for this operation is estimated at \$38 million which will double when the money is borrowed. The cost of libraries, fire protection, health services, etc., increase rapidly with the growth of the population of 70 square miles ...

Although this is only a part of what Mr Harris had to say, I think the point of 'kidding ourselves' about the benefits of high-rise development is made.

A small city in Virginia analysed the costs and revenues of a new development containing 800 units in the first phase. For 800 dwelling units and 25 acres of supporting commercial development, the county pays out \$605,000 annually for the required public services to residents and business enterprise. The county realizes \$503,000 in annual revenue from this development, thereby incurring a budget deficit of \$102,000 *each* year; for each tax dollar collected, it must spend approximately \$1.20.

THE CREDIT SIDE OF CONSERVATION

Instead of anti-high-rise development platitudes, consider just one very practical economic factor favouring the retention of historic buildings or heritage areas. It has been proven by many surveys, particularly in the United States, that heritage preservation significantly influences the attraction of tourist dollars. In *Planning for Preservation*, by Robert L. Montague, III, and Tony P. Wrenn, this assessment is made with regard to tourism:

The United States Department of Commerce has reported that if a community can attract an average of 24 tourists per day throughout the year, it would be

economically comparable to acquiring a new industry with an annual payroll of \$100,000. Many areas have already assessed the value of their historical architecture and found that it really does equal the impact of industry as a benefit to the community economy. In St. Augustine, Florida, and Winston-Salem, North Carolina, tourism brings in more than \$10 million yearly while New Orleans sets the value of income from its historic architecture at \$150 million yearly. (P 14)

The 'spin-off' benefits or economic impact on a community of the tourist dollar was effectively illustrated in Washington, DC, in 1963. Restaurant owners and motel and hotel operators, whose income is dependent on tourism, paid their employees in \$2 bills (in the United States \$2 bills are rarely used). The fact that theatres, stores, and banks were flooded for several days with the bills indicates the indirect but impressive residual and lasting effects of tourist spending.

Mr Gilbert Crandall of the tourist division in the state of Maryland makes the point that communities 'simply don't understand or appreciate the substantial impact tourism can have on a community's economy. The man with the clothing store convinced that travelers don't stop to buy suits, may be indifferent to attracting them. But what he overlooks is that tourist dollars in sufficient quantity enable more local residents to patronize his store.'

In *Planning for Preservation*, quoted above, the conclusion is that 'the economic as well as the aesthetic and cultural justification for historic preservation is growing stronger with the demolition of every interesting old building. The number of suitable sites and areas has never been large and will not increase; once the genuine has been destroyed, it cannot be replaced.'

Tourism studies in Canada and the United States indicate that more than 50 per cent of travellers are interested in sightseeing; of that number, more than half include historic sites in their tour. When soliciting convention business, tourist bureaus make a point of including in their publicity packets brochures describing heritage areas or historic sites. The ability to entertain delegates' wives for several days while their husbands are in conference is considered a major element of a tourist bureau's 'sales pitch,' and heritage tours have a significant importance in this field.

Motel operators in recreation areas report that questions regarding accommodation costs and the quality of the fishing, for example, are followed next by enquiries regarding local historic sites. Historic

villages across Canada attract millions of visitors each year, and the innkeepers and merchants for miles around are the beneficiaries. Historic villages or heritage areas within a city are capable of the same, if not more, drawing power, as a traveller need not go out of his way to visit them.

Acquire information on the number of tourists and their interests in your area and use it to convince local authorities that maintaining heritage attractions has dollar and cents justification.

CREDITABLE RESOURCES

In an address entitled 'Financing Landmark Preservation' given to the Society of Architectural Historians in 1965, Dr William Murtagh concluded with these remarks.

But each form of preservation technique always has the basic ingredient of civic pride, an individual initiative behind it. In each case cited, imagination and citizen initiative have been the motivating forces. Approaches to the problem, from new and often unexpected angles, have provided the necessary financing to achieve the sought for ends ... An old-fashioned application of gray matter and an objective look at one's community from a new angle can often produce exciting, surprising and productive results.

This statement supports my previously expressed opinion that expecting 'someone else' or 'the government' to solve and finance a local preservation problem is neither a satisfactory nor a realistic solution. If you truly value what you have, yours must be the force that saves it. The first force is information and publicity to gain support in the numbers that you need, and the second force must be some measure of substance and financial stability.

Earlier in this chapter I have attempted to break down the large amounts quoted for preservation costs, but it is possible to divide those figures again. I am referring to a system of matching grants wherein a financial goal is established and the group considers itself capable of raising a percentage of the total amount.

As is apparent, I feel strongly that a group must establish its credibility, its unity, and its dedication before expecting outside financial assistance. It must show that it is capable of raising and managing some funds as proof of its commitment to a cause. Once this stability is established and a financial foundation acquired, an

organization may consider itself justified in seeking aid in the form of matching grants or a substantial loan.

One may ask, 'What are the money sources?' There are many, and only a few are governmental in origin.

First are the standard financial institutions: banks, mortgage and loan companies, insurance and investment groups. Theirs is a cautious, no-risk approach because they must answer to their stockholders; they have to be shown. It has been suggested that the first person to purchase in Yorkville or Gastown was probably unable to obtain funds for his 'new idea.' Any firms that I have consulted are unwilling to commit themselves on a hypothetical example, but they will at least look at concrete propositions. With evidence of some backing on your part, plus a well-planned and carefully budgeted presentation, you may have a project they can consider. Nothing but time is lost by going from 'door to door,' and to do so may be well worth the trouble. Do not accept negative, hearsay opinions of what financial institutions will or will not invest in or examine. Many can employ some flexibility, and some may be able to suggest methods of adapting your plan to their specifications.

The second source derives from an increasing use of available savings club, union, and church investment funds. Credit and trade unions are participating in housing projects not only to assist the community, but as a valid use of deposited or accumulated monies. Many religious organizations have money for investment, as do savings clubs and mutual fund groups. The United Church, in particular, has sponsored low-income housing projects from Halifax to Vancouver.

Another source lies within the business community of an area. First of all, if the project suggests a benefit to stores and business, it is to their advantage to assist, either by donations or on a loan basis. Second, industries and larger businesses that have a major influence in the community and employ a great many of its residents have, in turn, a responsibility to the area. Industry usually bestows benefits on a town by paying taxes, using local services, and creating jobs, but it also requires a stable labour force, occasional co-operation from the local council, and good public relations. Assistance to projects that improve houses, rehabilitate neighbourhoods, and attract new business can all be considered beneficial. Charitable foundations established by major business firms for historically oriented projects provide a tax deduction for them and another possible source of

funds for your project. Many large Canadian corporations have set aside funds for charitable donations or grants. Certain amounts are designated for this purpose each year, and many companies maintain a committee to consider applications, scholarships, or special awards to volunteer groups. *Misgivings*, published by a group called 'Memo From Turner,' under the sponsorship of the Department of National Health and Welfare, is an extensive listing of Canadian corporations and their charitable activities. The first edition of the publication is out of print, but it is available in public and university libraries. *Resources for Community Groups*, published by the Ontario Department of Community and Social Services, also includes a résumé of the types of grants made by some Canadian firms. In many cases the criteria for such donations are outdated and without imagination, seldom considering new philosophies or emerging needs. Some firms have given the same amount to the same charities for years and years.

Government-financed assistance programs, including LIP and New Horizons programs, have been noted in chapter 2. These are direct aid programs, designed not only to involve or employ many people in a community but also to benefit a large part of the community. If a group's submission emphasizes these aspects, it has a better chance of acquiring funds than if the emphasis is put upon aesthetic preservation. It would be worthwhile to review, in the publications from these organizations, the scope and the extent of funding of accepted projects. You may find new ideas, but you will also be able to assess the limitations.

An extremely good example of the principles I have advocated, combined with practical assistance from a government self-help program, is worth reviewing here. The Proctor House in Brighton, Ontario, was saved from further deterioration in 1972 by the Save Our Heritage Organization (SOHO), assisted by a \$25,000 winter works incentive grant under LIP. The grant was provided to bring the building up to a standard of safety rather than for historic restoration. SOHO, a registered non-profit corporation, received additional funding in 1973 to accomplish the interior work. Built in 1867, the house will eventually be open as a period home and a museum. SOHO has used its funding for labour and has conducted fund-raising campaigns to purchase materials and supplies. A strawberry social and musical concert were held in the garden of the house in July 1972, and it is interesting to note the participants: the Eastern Ontario Concert Orchestra, the Community and York Road Women's



A house in Brighton, Ontario, renovated with the help of LIP grants
(Courtesy the author)

Institutes, the 4-H Club, the Brighton Venturers, the Lions Club, and many local merchants. That is community-wide involvement and support!

Another type of preservation funding was adopted by a regional government in Ontario. Upon formation of the Regional Municipality of Waterloo in 1973, the first council budgeted \$60,000 for the establishment of a heritage foundation. The foundation applied for letters patent to gain non-profit organization status, as well as registration as a charitable organization under the Income Tax Act so that contributions may be deducted by donors for income tax purposes. This \$60,000 matches a previously budgeted amount that supports a museum in one part of the region and an established historical society in another area. The foundation attempts to react co-operatively with preservationists within the whole region as needs occur. This council considers heritage conservation an important element of its responsibility to the region. If city or regional councils would allot only \$0.25 per person per year towards preservation, an area with 200,000 residents would have \$50,000 per year. That amount can accomplish a great deal, particularly if the revolving-fund principle is applied.

Heritage conservation is for the good and benefit of all, as are police and fire departments, parks and recreational facilities, tourist bureaus, museums, and art galleries, and it should have a percentage of financial recognition as do these other budgeted items.

COMMUNITY FUND-RAISING

If outside assistance fails, or if you prefer a completely self-sufficient operation, financing will have to be accomplished through local fund-raising.

We all know about bake sales, sales of hasty-notes, charitable auctions, sponsored walking or bicycling marathons, rummage sales, teas, bazaars, and just plain soliciting for funds. Unless these activities can be carried out on a very large scale or on a continuing basis, they are more trouble than they are worth. If a minimum return of at least \$1,000 cannot be assured for each fund-raising endeavour, I suggest considering other methods. Ongoing or recurring events can establish either a steady income or a reasonably reliable annual income.

Some basic principles of newspaper reporting can be used to advantage in accumulating funds. People like to see their names and pictures in print. They also like to be associated with local history and a 'pioneer' family. These aspects of human nature became profitable when they were used in the following projects.

In 1973 the sponsors of centennial celebrations in Shawville, Quebec, population 1,745, decided to take everybody's picture — not one by one, but all together! Everyone who could come, from the oldest resident to the youngest, was assembled on a large sloping lawn for a group photograph. The appointed day was sunny, the photographer ready behind a huge camera, and, after much good-humoured jostling and re-arranging, the picture was taken. At the celebrations in AD 2023 of 150 years of Shawville history, these will be the 'pioneer' families of Shawville. A picture of such interest could be sold for \$1, as this one did, to each of the participants, with extra copies purchased for sending to friends and relatives and people who have moved away. This idea has tremendous appeal and a large fund-raising potential.

A society in western Canada in the process of researching local history established a list of the first settlers and then designed a scroll to be sold to the descendants of the original families. Each scroll contained the family name and the descendant's name inscribed in hand-written script. This proved to be an amazing financial success and required several additional printings. Apparently these early settlers were extremely prolific, and the original list of families mushroomed into hundreds of descendants anxious to have this record of family history.

Recognition of pioneer families was made in a similar fashion by the Windermere District Historical Society in Invermere, BC. The society designed a parchment plaque to record names of individuals resident in the area for fifty years or more. Descendants sent in donations to have the family name included on the plaque, and it was then framed to hang in the local museum. One society member commented, 'We were amazed at the amount of money raised.'

In a campaign for a children's hospital building fund the general public was encouraged to contribute \$1 for the privilege of autographing the final beam used in the construction of a major downtown building. Whole families signed the beam, became a small part of history, and contributed over \$3,000 to the fund in one week.

A community theatre group, trying to rebuild after a fire, 'sold' seats for \$1,000 each. Each donation was acknowledged with a small nameplate on the arm of one of the theatre seats. It is of interest to everyone to see who the patrons of the theatre are, and each plaque adds a bit of ongoing history and puts its donor's 'name in print.' The same idea could be used with donations of \$10 or \$100 instead.

This principle could also be used in restoring or furnishing a house or a museum. Restoration costs, for example, could be divided into specific amounts, and for each painted wall, refinished section of woodwork, new doorknob or hinge, the contributor of a matching donation could be acknowledged on a scroll in each room. (Actual amounts should not be included.) Volunteer workers who have helped in cleaning, or sanding, or stripping walls and woodwork can also be accorded the recognition they deserve in this way. Donated items of furniture or bric-à-brac should be noted with mention of the donor, the date, and any facts of interest about the item. Children's contributions — to provide a pane of glass or replace or refinish a stair balustrade — can also be listed; what fun to go back as an adult and say, 'I saved my allowance when I was ten to help restore that house!'

Universal curiosity about other people's homes suggests another fund-raising activity. A four-day candlelight tour of forty heritage homes in Kingston, Ontario, netted over \$2,500 for the sponsors of the project. This series of tours was advertised several months in advance, and many summer tourists returned in October to participate along with, apparently, most of the residents of Kingston. Good organization of this major undertaking and extensive advertising were two of the factors contributing to the project's impressive financial success.

Fund-raising may or may not be related to community history or preservation. If applicable, such a purpose should be stated, but if bingos or business investments are going to increase the fund substantially, use them instead. One of Canada's major preservation societies has invested in high-rise development because it brings the best return on the dollar!

Everything from pamphlets to major books has been published by societies and foundations. Many are excellent, educative, well designed, and fulfil a need; but, with publishing costs at their present rates, even the best books are not big money-makers. If you feel that a publication will lead to additional community support and interest,

then by all means publish, but do not expect publication to be a major source of funds.

Two points that I wish to stress in summing up these examples of community campaigns are: either (1) give people something for their money (a picture, a scroll, an entertainment); or (2) make their money 'visible.' it cannot be overemphasized that fund-raising activities must be imaginative; they must have universal and wide-ranging appeal; and ideally their results should be on display. When funds are used for a specific project or purchase, the fact should be publicized by indicating that 'this' was the result or use of monies raised from such and such an event or campaign.

Naturally you are not going to turn down donations or gifts given out of interest or generosity by someone who expects nothing in return. But you should at least be able to provide such donors with a tax benefit. It is important for both local groups and historical societies and foundations in general to be able to take full advantage of possible donations or financial aid. If a donor is able to deduct his charitable donations from his tax return, the incentive to support non-profit organizations is increased. In order for an organization to accept such donations and in turn issue a tax-deductible receipt, it must comply with the regulations of the Department of National Revenue Taxation. Information circular 73-11, of 14 May 1973, explains charitable organizations and non-profit corporations with reference to the Income Tax Act. Establishing a 'registered Canadian charitable organization' or a 'non-profit corporation' is not difficult, and the taxation department is prepared to assist you further with advice, the necessary forms, and an explanation of the related sections of the Income Tax Act. A charitable organization, duly registered, may issue receipts to donors to support their claims for charitable deductions under the terms of the act. A donor may claim up to 20 per cent of his net income for charitable donations. National Revenue circulars are available at all taxation offices. Additional assistance may be obtained from Department of National Revenue Taxation, Cumberland Place, 400 Cumberland Street, Ottawa, Ontario K1A 0X5, Attention: Charitable Organizations and Non-Profit Corporations.

I have mentioned the advantages of incorporation under the Societies Acts in chapter 2, and I think the additional benefits accruing from registration as a charitable organization are apparent.

MONEY IN ACTION

A more detailed examination of some revolving funds will provide valuable guidance and an indication of the flexibility of this approach.

The Historic Savannah Foundation Inc, founded in 1955, had by 1968 acquired twenty-five buildings and six parcels of land. Acquisitions were made with money available from the foundation's revolving-redevelopment fund, contributions to the capital fund campaign, and loan assistance from banks and loan associations. The economic benefits to the whole community are evident in the figures quoted by the foundation; they are also extremely useful for assessing the possibilities of seed-funding. From the foundation's investment of \$1,375,800, an additional \$2,750,000 has been spent by private investors — nearly twice the amount of the original expenditure. In addition, more than three times the foundation's investment, \$4,500,000, has been committed in other area restorations over a five-year period. The revitalization of the downtown area, increased tax revenues, and the millions of dollars generated in construction and related business activities have justified initial expenditures many times over. The foundation's fund of \$1,375,800 seems a great deal of money, but spent over a thirteen-year period, it amounts to only about \$105,000 per year. Considering these figures on a percentage basis, the initial investment by the foundation has stimulated an additional 200 per cent investment from private enterprise and a 300 per cent 'inspiration' expenditure in other areas, not to mention the incalculable advantages to participating tradespeople and craftsmen. In a Pittsburgh restoration area it has been determined that for every \$1 invested by the foundation, \$3 were invested by private enterprise.

The Savannah foundation's work is a major success story, enthusiastically supported by the public, by the business community, and by the city. It is proof that heritage conservation can be a successful business enterprise.

Whereas the Savannah fund is concerned with buying, promoting, and selling, the Historic Charleston Foundation buys, restores in part, and sells. By restoring only the façade, the foundation controls restoration visible from the street, encourages buyers by upgrading the neighbourhood, permits personal interior renovations, and is able to realize a quick return on a relatively small investment. The

foundation has grown and expanded to a level that permits it to purchase whole streets or blocks of buildings, where it is able to resell properties with restrictive covenants for the protection of large areas in the city.

The Pittsburgh History and Landmarks Foundation began in 1966 with a revolving fund of \$100,000. It purchases, restores inside and out, and rents its properties. It attempts to stabilize neighbourhoods and create residences for all income levels in such areas. This foundation has a broader scope than the previously mentioned organizations, and it is able to work in conjunction with groups not necessarily concerned with historic districts or architecture, but simply with good housing.

In the description of the Action Housing Development Fund, also in Pittsburgh, is another scheme for stimulating monetary activity. Large corporations allocate funds (e.g., \$200,000) which are kept 'in-house' until needed. The housing group borrows a share of that fund at 4 per cent interest and lends it at 8 per cent. The difference pays operating costs and permits the group to sponsor a continuous revolving activity in housing rehabilitation.

As a result of these activities in many cities the municipal tax base is improved, property values increase, and, because the work takes place in an established community, there is little or no requirement for municipal expenditures for additional services or community facilities.

In Canada the Frontenac Historic Foundation of Kingston, Ontario, established in 1972, solicited sufficient funds to purchase its first small building for a down payment of about \$10,000. One of a stone row of four, built in the 1840s, the house was renovated for resale. Aside from the expenses of a plumber and a plasterer, the work was done by both professional and untrained volunteers. During and after renovations the house was open to the public, and the foundation was able to demonstrate its commitment and to illustrate sensitively historic renovation principles. Within six months the house was sold at a public auction for a reasonable price that nevertheless increased the foundation's original seed-fund by over \$9,000.

A summary of revolving fund principles is set forth by Arthur P. Ziegler, Jr. in *Historic Preservation in Inner City Areas*.

1. Survey and define geographic areas on which to spend the money and set up clear-cut goals, but leave yourself open for change.

2. Promote. Use the news media to inform the public about the architectural value of the neighbourhood. Do television programs, publish brochures, get articles in the newspapers, involve the Junior League.
3. Be flexible in your work and your attitude. Government programs change all the time and cities change overnight.
4. Charge overhead and promotion to the fund.
5. Keep your money invested when not in use; keep in the bank only what you think will be needed for any 30-day period. Buy a certificate of deposit. ['Term Deposits' in Canada, presently paying 8 — 10½ per cent, issued for 30 days to 10 years]. Don't buy stock. Keep your money available.
6. Publish financial reports and accomplishments and submit them to your main donors. [The Pittsburgh Landmarks Foundation recently published a five-year report on its total program, complete with pictures to show donors what they are helping to do. Headlines pulled together from local newspapers show that the community likes what is being done.]
7. Use your money. Buy property as fast as you can, if that is your aim, or lend it out. If you do not use all the money you solicited for the purpose you had in mind, you did not need it. You will find that people pick that up very quickly!
8. Think big.

As a last comment on the economics of preservation, it is my feeling that the subject is just a postscript to all that has gone before. The really difficult aspects of preservation and conservation involve changing attitudes rather than collecting dollars; inspiring those who are passive or negative about our architectural inheritance rather than paying for new plumbing; and changing legislation and political values rather than indulging in predestined disputes with developers.

The valuable, the irreplaceable, the unlike any other heritage of Canada, individualized city by city and village by village, is what we can see disappearing. It will take not just dollars to 'preserve what cannot be replaced,' but new appreciation, increased individual concern, and a real change in our present definition of the quality of life.

Human and humane values, a sense of place, knowing what we are from what has gone before, and maintaining a visible Canadian identity are all possible and meaningless 'without our past.'

Appendix

GOVERNMENT DEPARTMENTS, AGENCIES, AND PROGRAMS

Federal

Canada Council
Le Promenade
151 Sparks Street
Ottawa, Ontario K1P 5V8

Canadian Inventory of Historic
Building (CIHB)
Research Division
National Historic Parks and
Sites Branch
400 Laurier Avenue West
Ottawa, Ontario K1A 0H4

Canadian Transport Commission (CTC)
Congill Building
275 Slater Street
Ottawa, Ontario K1A 0N9

Central Mortgage and Housing
Corporation (CMHC)
Montreal Road
Ottawa, Ontario K1A 0P7

Community Planning Association of
Canada (CPAC)
425 Gloucester Street
Ottawa, Ontario

Consumer and Corporate Affairs (CCA)
Corporations Branch
Place du Portage
Hull, Québec K1A 0C9

Department of Regional and
Economic Expansion (DREE)
Sir Guy Carleton Building
161 Laurier Avenue West
Ottawa, Ontario K1A 0M4

Local Initiatives Program (LIP)
Department of Manpower and
Immigration
400 Cumberland Street
Ottawa, Ontario K1A 2G9

National Historic Parks and Sites
Branch

Department of Indian and Northern
Affairs
400 Laurier Avenue West
Ottawa, Ontario K1A 0H4

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National Historic Sites and
Monuments Board
Department of Indian and Northern
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400 Laurier Avenue West
Ottawa, Ontario K1A 0H4

National Museums of Canada
Century Building
360 Lisgar Street
Ottawa, Ontario K1A 0M8

New Horizons
Developmental Programs Branch
Department of National Health
and Welfare
General Purpose Building
Ottawa, Ontario K1A 1B3

Secretary of State (SS)
130 Slater Street
Ottawa, Ontario K1A 0M5

Urban Research Council of Canada
(URCC)
(formerly Canadian Council on Urban
and Regional Research)
251 Laurier Avenue West
Ottawa, Ontario K1P 5J6

Provincial

Alberta Heritage Foundation
Department of Culture, Youth
and Recreation
12845 - 102 Avenue,
Edmonton, Alberta T5N 0M6

Ontario Heritage Act
Ministry of Culture and Recreation
Mowat Block
Queen's Park
Toronto, Ontario

Ontario Heritage Foundation
77 Grenville Street
Toronto, Ontario

Quebec Cultural Property Act
Department of Cultural Affairs,
47 rue Ste Ursule
Québec, Québec

HERITAGE CANADA
PO Box 1358, Station B
Ottawa, Ontario K1P 5R4

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HISTORICAL SOCIETIES

This is a selective listing of those societies in each province with the largest membership. A complete listing is available from Heritage Canada for a nominal fee.

Provincial

British Columbia

BC Historical Association
c/o Mr K.L. Leeming, President
505 Witty Beach Road
RR 1
Victoria, BC V8X 3W9

The Community Arts Council of
Vancouver
315 West Cordova Street
Vancouver, BC V6B 1E5

Courtenay and District Museum
Historical Society
Box 3128
Courtenay, BC V9N 5N4

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The Hallmark Society
2636 Lincoln Road
Victoria, BC V8R 6A6

Okanagan Historical Society
(Penticton Branch)
c/o Mrs E. Hugh Cleland, President
Box 5, Hody Drive
Okanagan Falls, BC V0H 1R0

Queen Charlotte Island Museum
Society
PO Box 130
Masset, BC V0T 1M0

Vancouver Historical Society
Box 3071
Vancouver, BC V6B 3X6

Alberta

Glenbow-Alberta Institute
9th Avenue and 1st Street SE
Calgary, Alberta T2G 0P3

Historical Society of Alberta
219 39th Avenue SW
Calgary, Alberta T2S 0W6

Jasper-Yellowhead Historical Society
PO Box 42
Jasper, Alberta T0E 1E0

South Peace Centennial Museum
Association
PO Box 493
Beaverlodge, Alberta T0H 0C0

Saskatchewan

Plains Historical Museum Society
Box 1363
Regina, Saskatchewan S4P 3B8

Prince Albert Historical Society
101 Bliss Block
Prince Albert, Saskatchewan S6Y 0Z8

Saskatchewan History and Folklore
Society
28 - 2240 Robinson Street
Regina, Saskatchewan S4T 2P9

Manitoba

Manitoba Historical Society
190 Rupert Street
Room 211
Winnipeg, Manitoba R3B 0N2

Pioneer Home Museum of Virden
and District
390 King Street West
Virden, Manitoba R0M 2C0

Red River Valley Historical Society
188 Queenston Street
Winnipeg, Manitoba R3N 0W7

Ontario

Action Sandy Hill
292 Laurier Avenue
Ottawa, Ontario K1N 6P5

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Architectural Conservancy of Ontario
(Toronto Branch)
c/o Mr William S. Moffet, President
Room 208, 159 Bay Street
Toronto, Ontario M5J 1J7

Bruce County Historical Society
c/o Mrs H. Downey, Secretary
Eskdale Farm
Tiverton, Ontario N0G 2T0

Canadian Catholic Historical
Association
c/o Professor Joan Lenardon, Secretary
St Peter's Seminary
London, Ontario

Fort Malden Guild of Arts and Crafts
140 Richmond Street
Amherstburg, Ontario N9V 1G4

Grimsby Historical Society
RR 7
Guelph, Ontario N1H 6J4

Hastings County Historical Society
257 Bridge Street East
Belleville, Ontario K8N 1P4

Heritage Toronto
c/o Alderman Arthur C. Eggleton
City Hall
Toronto, Ontario M5H 2N2

The Historical Society of the Gatineau
c/o Miss S.C. Strang, Secretary
Meach Lake
Old Chelsea, Quebec J0X 2N0

Historical Society of Ottawa
PO Box 523, Station B
Ottawa, Ontario K1Y 2B8

Kingston Historical Society
PO Box 54
Kingston, Ontario K7L 4V6

London and Middlesex Historical
Society
c/o Mr W.E. Hitchins, President
90 Huron Street
London, Ontario N6A 2J2

Oakville Historical Society
c/o 83 Trafalgar Road
Oakville, Ontario L6J 3G2

Ontario Historical Society
1466 Bathurst Street
Toronto, Ontario M5R 3J3

Peel County Historical Society
7 Wellington Street East
Brampton, Ontario L6W 1Y1

Pennsylvania German Folklore
Society of Ontario
RR 2
New Hamburg, Ontario N0B 2G0

Perth County Historical Foundation
c/o S.H. Dingman
The Beacon Herald
Stratford, Ontario N5A 6T6

Peterborough Historical Society
c/o Centennial Museum, Armour Hill
Peterborough, Ontario K9T 6Y5

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Simcoe County Historical Association
PO Box 144
Barrie, Ontario L4M 4S9

Society for the Restoration of
Victoria Hall
55 King Street West
Cobourg, Ontario K9A 2M2

Stormont, Dundas, Glengary Historical
Society
PO Box 773
Cornwall, Ontario K2H 5T5

Thunder Bay Historical Museum
Society
219 May Street South
Thunder Bay, Ontario P7E 1B5

Waterloo Historical Society
c/o Mrs M. Rowell, Secretary-
Treasurer
131 William Street West
Waterloo, Ontario N2L 1K2

York Pioneer and Historical Society
40 Eglinton Avenue East
Toronto, Ontario M4P 1A6

Québec

Canadian Heritage of Quebec
c/o Mr C.J.G. Molson, President
2025 Peel Street
Montréal, Québec H3A 1T6

Friends of Windsor Station
c/o Michael Fish, President
Chambre 303
4920 blvd de Maisonneuve
Montréal, Québec H3Z 1N1

Green Spaces — Espaces Vert
a/s Mme Denise Faille, Présidente
CP 355
4225 rue St Catherine ouest
Montréal, Québec H3Z 1P6

Missisquoi County Historical Society
c/o Mrs Beryl E. Tremblay
PO Box 149
Stanbridge East, Québec J0J 2H0

Richmond County Historical Society
c/o Mrs Alice Mellish
PO Box 702
Richmond, Québec J0B 2H0

Sauvons Montreal Save
Chambre 32
2461 rue St Jacques ouest
Montréal, Québec

Société Généalogique Canadienne
Française
a/s P. Julien Déziel
CP 335, Station Place d'Armes
Montréal, Québec

Société Historique de la Gaspésie
a/s M. Michel Le Moignan, Président
CP 680
Gaspé, Québec G0C 1R0

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La Société Historique du Saguenay
M. Léonidas Bélanger, Président
a/s CP 456
Chicoutimi, Québec G7H 5C8

La Société Historique de la Vallée
du Richelieu
a/s René A. Daudelin, Secrétaire
7 - 2270 avenue Daniel
Longueil, Québec J4J 3N6

New Brunswick

The Chaleur Area Historical Research
Society Inc.
c/o J.A. Macdonald
Box 1717
Dalhousie, NB E0K 1B0

Fredericton Heritage Trust
c/o Mrs C.G. Ericson, President
196 Colonial Heights
Fredericton, NB

New Brunswick Historical Society
c/o 120 Union Street
PO Box 575
Saint John, NB E2L 1A3

The New Brunswick Museum
c/o Douglas Avenue
Saint John, NB

Westmoreland Historical Society
c/o Miss Frances McManus
291 Highfield Street
Moncton, NB

Nova Scotia

Archival Association of Atlantic
Canada
c/o Public Archives of Nova Scotia
Cobourg Road,
Halifax, NS B3H 1Z9

Heritage Trust of Nova Scotia
c/o Box 217
Halifax, NS B3J 2M4

Yarmouth County Historical Society
c/o Mr C.K.R. Allen, President
22 Collins Street,
Yarmouth, NS B5A 3C8

Prince Edward Island

PEI Heritage Foundation
c/o Mrs A. Hennessey, President
PO Box 922
Charlottetown, PEI C1A 7L9

Newfoundland

Newfoundland Historic Trust
PO Box 5542
St John's, Nfld A1C 5W4

Newfoundland Historical Society
c/o Melvin Rowe, President
Room 15
Colonial Building, Military
St John's, Nfld

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National and international

Canada

The Association for Preservation
Technology
PO Box 2487, Station D
Ottawa, Ontario K1P 5W6

Society for the Study of Architecture
in Canada
PO Box 2935, Station D
Ottawa, Ontario K1P 5W9

United States

The Historic American Buildings
Survey
The National Historic Landmarks
Program
The National Register of Historic
Places

Information on the above is available in packet form (National Park Service Programs, 50 cents) from:
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Great Britain

The Civic Trust
17 Carlton House Terrace
London SW1
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National Trust
42 Queen Anne's Gate
London SW1
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Victorian Society
12 Magnolia Wharf
Strand-on-the-Green
London W4
England

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ANN FALKNER is currently executive secretary of the Association for Preservation Technology. She is the co-author of a training manual for the Canadian Inventory of Historic Building Program of the Department of Indian and Northern Affairs.

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